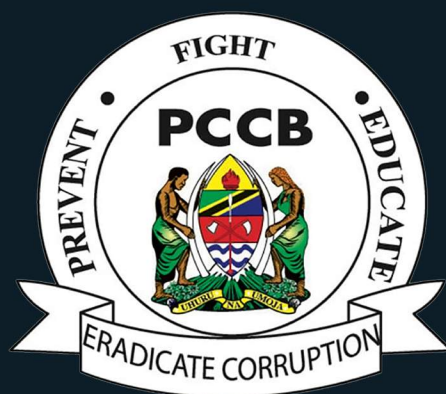


THE UNITED REPUBLIC OF TANZANIA



**PREVENTION AND COMBATING
OF CORRUPTION BUREAU**

**NATIONAL GOVERNANCE AND
CORRUPTION SURVEY**

**VOLUME 1: ANALYSIS OF MAIN FINDINGS,
CONCLUSIONS AND
RECOMMENDATIONS**

SEPTEMBER, 2020

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FOREWORD

Corruption is one of critical menace that hampers the interest of the society to most countries in the world; others are poverty, environmental degradation, air pollution and the like. Corruption can be a source of other above-mentioned menace if remain uncontrolled. Tanzania is not an island to fall short of the impact of corruption if it happens. Therefore, that makes corruption a vice that is permanently fought against in Tanzania.

The fight against corruption in Tanzania has a long history and dates way back to colonial times. The Government of Tanzania has been employing various tactics and strategies in the fight, one of it is research. Since 2009, the Government commissioned a National Governance and Corruption Survey aimed at soliciting important and timely information from the citizen on the fight against corruption in the country. The survey produced a report uncovering the success and challenges of the fight. Furthermore, the report devised appropriate measures to curb the problem. In 2020, the Government of Tanzania commissioned another National Governance and Corruption Survey as a follow up survey with same objectives of that done in 2009. The study was using respondents from various groups namely Household, Enterprises and Public servants.

The 2020 survey work was done by Economic and Social Research Foundation (ESRF), an independent policy research foundation in Tanzania. ESRF won in an open tender both technically and financially, as it is stipulated in the Public Procurement Act No. 9 of 2011 and its regulations.

On behalf of the Prevention and Combating of Corruption Bureau, it is my humble pleasure to present the summary report of the National Governance and Corruption Survey. This study was conducted in Tanzania mainland in all administrative regions. 3,163 respondents were intended for interviews from all groups but a total of 2,966 respondents were reached and interviewed. This makes 94% of the sampled respondents participated in a study and therefore can be feasible to rely on the findings produced by the respondents. Moreover, 52 focus group discussions was done to snatch ideas from various groups.

I would like to thank all those participated in the preparation of this report. In particular, I would like to express my gratitude to Technical committee who worked tirelessly to make sure the consultant do this work to perfection. To mention their names and offices: Dr. Hulda Gideon (The Tanzania Commission for Science and Technology), Dr. Lucas Katera (Research and Poverty Alleviation), Dr. Mg'wanza Kamata (University of Dar Es Salaam), Mr. Titus Mwisomba (National Bureau of



Statistics) and Mr. Fabian Pokela (The President's office, Public Service Management and Good Governance). Also, I extend my thanks to PCCB Staffs, Consultant-ESRF and all citizens who participated in this study, their contributions was helpful in having this report. Lastly, I would like to extend my gratitude to Foreign Commonwealth Development Office under building Sustainable anti-corruption Action in Tanzania program (BSAAT), who provided fund for this work.

The Bureau welcomes all stakeholders to read the report and use it to strengthen the fight against Corruption. The report will help each of us to assess both the progress in the area of governance and effectiveness of the existing anti-corruption strategies.

Fighting corruption is our responsibility

CP. Salum Hamduni

Director General

Prevention and Combating of Corruption Bureau



EXECUTIVE SUMMARY

1.0 Introduction

Since independence, the Government of Tanzania (GoT), has committed itself to fighting corruption in all spheres of the economy. The general trend demonstrates that the Government has intensified the fight against the vice commensurate with its escalation.

A number of institutional frameworks have been put in place. In 1999, for example, the Government formulated the National Framework for Good Governance (NFGG) to facilitate coordination of reforms designed to foster good governance and improve public service delivery. In support of these efforts, in 2017, the Government launched the National Anti- Corruption Strategy and Action Plan (NACSAP III), that aimed at mainstreaming the anti-corruption action in the Government Ministries, Departments and Agencies, the Private sector, Non-State Actors, Religious institutions and the general public to ensure a participatory, systematic, coherent and comprehensive intervention. Within this framework, each institution is required to prepare its own action plan of implementation.

However, understanding the state of corruption is critical in order to help the Government to solicit important information from the citizenry, in order to promote public awareness on governance and corruption issues, identify areas/issues that may warrant further research, develop benchmarks for monitoring and evaluating the efficacy of existing prevention strategies. It is for this reason that the Government has been committed to studying corruption challenges in order to address it based on sound scientific information. In this context, the Government conducted the National Governance and Corruption Survey in 2009 (2009 NGACS) and a follow up Survey in 2020 (2020 NGACS). It is expected that findings of the follow up survey will form an empirical base upon which the Government can devise appropriate anti-corruption measures to curb the malaise as well as inform institutional and policy reforms.

1.1 Objectives

The broad objective of this study was to conduct an in-depth governance and corruption survey for developing a well-established empirical base, which will inform major institutional and policy reforms and interventions for curbing corruption. The survey addresses five main specific objectives:

- (i) Explore the levels and depth of corruption with a view to fostering the citizens' anti- corruption awareness;
- (ii) Solicit ideas from different stakeholders that could significantly contribute to corruption prevention;



- (iii) Examine the applicability and utility of the recently adopted national anti-corruption indicators;
- (iv) Identify new corruption patterns/dynamics/forms/habits that have emerged over the last ten years; and
- (v) Develop benchmarks for evaluating the efficacy of the anti-corruption mechanisms.

2.0 Methodology

This survey was conducted in all administrative regions of mainland Tanzania. The logistics of administering teams of enumerators and the number of regions necessitated division of administrative regions into seven (7) zones. It involved collecting information and data from four categories of stakeholders: Public Officials, Private Sector Operators (Enterprises), Community Households and Civil Society Organizations (CSOs). Civil Society Organizations results was used to qualify Community Household opinions. This is due to the reason that, CSOs work and operate as society representatives on various matters.

In addition to individual interviews with the four categories of stakeholders', Focus Group Discussions (FGDs) with a minimum of six (6) and a maximum of 10 members were organized at sampled Councils and Wards in all regions to collect views/perceptions and understanding of corruption. The respondents were structured to capture key characteristics notably age, education levels and gender. Field data was collected using questionnaires and interview guides designed for specific stakeholder category. Secondary data, mostly consisting of data on reported cases of corruption was used to compute quantitative indicators related to key performance areas of anti- corruption.

Data analysis was done after completion of data collection and data cleaning. A four volumes report was produced, namely: Analysis of main findings, conclusions and recommendations; Households Survey Report; Public Officials' Survey Report and the Enterprise Survey Report.

3.0 Main Findings

3.1 Level and Depth of Corruption

(i) Understanding of corruption

The respondents had different perceptions in their understanding of the meaning of corruption among different groups. Overall, their understanding pointed to three common interpretations with the most common being "Demand for unofficial payment". This understanding was endorsed by 63.6 percent of respondents on average and the high score was consistent among all groups. The second most popular understanding of corruption was "asking for a bribe for services" which was endorsed



by 56.2 percent of the respondents and the third popular understanding was “demand for favors” mentioned by 38.9 percent of the respondents on average. The understanding of corruption among the respondents in 2020 has not changed much from that of NGACS 2009 where “demand for unofficial payments” was the most commonly mentioned meaning of corruption by 94 percent on average, compared to 63.6 percent who mentioned the same meaning of corruption in 2020.

(ii) Perception of corruption as a vice in society

The respondents were asked about the extent to which they perceived corruption as a vice in society. The majority of respondents (81.5 percent) were of the opinion that corruption was a problem in society. Among these respondents 44.7 percent perceived corruption as a major problem while 36.8 percent perceived it as a moderate problem.

In 2009 more than 90 percent of officers interviewed in 11 regions were of the opinion that corruption was a major problem in society while four (4) regions viewed corruption as less of a problem. In both periods, corruption has been perceived as a vice in society. These results suggest that the vice could be curbed if the society is adequately mobilized to participate in preventing and combating corruption effectively.

(iii) Perception of the Most Corrupt Institutions

Respondents were interviewed to determine what they perceived to be the most corrupt institutions or sectors. It was found the institutions perceived to be most prone to corruption in Tanzania are: the Police Force ranking first (45.6 percent), followed by the Health Sector (17.9 percent) and the Courts of Law ranked third at 11.9 percent. Tanzania Revenue Authority (TRA) came fourth (6.1 percent). Among the enterprises, TRA was ranked second reflecting the close interaction the enterprise sector has with TRA. The household rank TRA seventh behind Police Force, Health Sector, Courts of Law, Employment, Land and Education. The perception of households on corruption in the Health Sector is quite high (25.6 percent) compared to the average (17.9 percent).

These top ranked institutions are the same sectors as identified/reported by the 2009 NGACS. These institutions (Police Force, Health facilities and Courts of law) appear to be perceived as the most corrupt in several surveys and over time, deserve further scrutiny and analysis in terms of more specific surveys with a view of coming up with specific solutions. The institutions are not homogeneous as there are variations within them. For instance, the Police Force have departments such as Traffic, Criminal Investigation, Prosecution and General Duties. In the Health Sector, there are different levels of health service providers such as Village Dispensaries, Health Centres, and



District, Regional and Referral Hospitals. These health facilities provide a variety of services. The Courts of Law have different levels; Primary Courts, the High Court and the Court of Appeal. It covers Magistrates, Judges, Advocates and Court Clerks among others. All these different levels and categories within the Police Force, Health and Courts of Law have different experiences, practices and characteristics relating to corruption. It would be useful to design and conduct specific surveys in disaggregated categories within these sectors in order to identify more specifically the epicenters of corruption within them. The resulting analysis would facilitate identification of more specific, practical and implementable solutions.

(iv) Level and trend of corruption

The majority of respondents were asked to rank levels of corruption according to their perceptions. On average, the level of corruption was perceived as low by 78 percent: public officials (78 percent); households (77 percent); and enterprises (80 percent). The level was perceived as high by 22 percent of respondents: public officials (22 percent); households (23 percent); and enterprises (20 percent). The majority of respondents (87.7 percent) perceived that the levels of corruption had declined between fiscal year 2014/2015 and 2019/2020. In 2009, corruption was considered to be a major problem by 91.1 percent of respondents (on average): firms (92.3 percent), households (88.2 percent) and public officials (92.9 percent) (URT, 2009). This is the outcome of efforts made by the Government including the introduction of e- Government especially automation of most business processes with regards to registration, tax payment and other business services.

(v) Personal experience in paying bribes

Forty-one percent (41 percent) of respondents from enterprises indicated to have being asked to pay a bribe. Males had a higher chance of being asked to give bribes except in health services where females were more likely to pay bribes (4.8 percent compared to 3.1 percent for men). The latter is most likely due to the higher incidence of females seeking health services for themselves or their children. A similar scenario where men are most likely to be asked for bribes is seen in respect of services by the Police Force, Courts of law, Land departments and Ten-cell Leader levels. In 2009, a proportion of households (39 percent), public officials (32.5 percent) and company executives (49.7 percent) confirmed having had to bribe a public servant in order to obtain service (URT, 2009). These findings indicate a reduction of corrupt practices that affect both citizens and businesses in 2020.

(vi) Identifying drivers of corruption

The top five ranking drivers of corruption were identified as low level of awareness (77.7 percent), low civic competence (75.5 percent), fast tracking purposes (71.9 percent), contravening rules



and laws (69.2 percent) and soft or lenient sanctions against corruption offenders (65.2 percent). Perceptions are consistent among various groups. However, enterprises ranked the maneuvering of laws/rules on top of the list while for households the top cause is lack of awareness at 81.4 percent. These causes were also corroborated in the FGDs that were conducted at district and ward level as part of the comprehensive survey as well as the 2009 Enterprise Survey which included among the top five causes of corruption to be “poor law enforcement/punishment of the corrupt individuals” and “high cost of living”. In 2009, the causes mentioned were: greed/selfishness stated by households (96.2 percent), public officials (96.6 percent) and company executives (95.5 percent); moral indecency stated by households (92.5 percent) and public officials (90.9 percent); absence of punishment stated by households (90.3 percent); poor law enforcement/absence of punishment stated by public officials (85.2 percent); lack of control and accountability of public officials stated by company executives (86.7 percent); and moral decay stated by company executives (84.1 percent) (URT, 2009).

(vii) Initiators of corruption

Most respondents were of the opinion that corruption were initiated by service providers (42.7 percent) while 27.2 percent perceived that it is the service seekers that initiated the bribe. 23.5 percent of the respondents perceived that bribes were expected suggesting that it was known by both parties in advance. In contrast, in the 2009 survey, 64.9 percent of the respondents indicated that Government agents/officials initiated corrupt acts while 18.2 percent of respondents were of the view that corrupt practices were initiated by service seekers and 8.7 percent of respondents perceived that corrupt acts were known beforehand. The trend over time is consistent in that the leading initiators are service providers followed by service seekers. The proportion of respondents perceiving corruption to be known beforehand increased from 8.7 to 23.5 percent. In 2009, Survey findings, as perceived by enterprises, show that bribery was initiated by both service providers (64.9 percent) and service recipients (18.2 percent) (URT, 2009). The trend over time is consistent in that the leading initiators are service providers followed by service seekers.

(viii) Identifying areas of institutional performance

Institutional Performance in service delivery is an important factor for creating conditions for corruption or otherwise. Perceptions regarding institutional performance were examined in terms of their integrity, quality of public services delivery, access to public services, efficiency and effectiveness, timeliness and responsiveness.

Integrity: The top sectors/institutions in terms of integrity, that is, those which were perceived to be highly honest with high level of integrity were the Tanzania People’s Defence Forces -TPDF (60.9 percent), Education Sector (58.4 percent), PCCB (58.1 percent) and Office of the District Commissioners (51.6 percent). In 2009, the following seven institutions were perceived by public



officials as honest or completely honest: the Army (81.1 percent), Offices of District Commissioners (72.1 percent), commercial banks (72 percent), the Parliament (69.4 percent), PCCB (68.7 percent), National Audit Office (66.9 percent) and social security funds (66.5 percent), and the less honest were: Ministry of Home Affairs (52.8 percent), High Court (51.2 percent), Ministry of Finance (50.5 percent), Ministry of Lands, Housing and Human Settlement Development (44.9 percent), Bank of Tanzania (41.9 percent), District/Primary Courts (36.3 percent) and the Police Force (31.1 percent).

Quality of public services was addressed as an attribute of service delivery by public institutions as it was perceived by respondents. Overall rating of the quality of the services provided by the institutions indicates that the respondents perceived highest quality of services as being delivered by the top five institutions led by Education (79.5 percent), followed by LGAs (75.1 percent), PCCB (74.1 percent), Health (71.7 percent) and Office of the District Commissioners (71.1 percent).

Access: As far as access to public services is concerned, the respondents perceived the selected services as being quite accessible. The education sector topped the list for having the highest score at 90.8 percent of respondents. This is followed by communication (Telephone, internet) services (88.0 percent) and third follows Transport Sector (81.5 percent). Fourth are security services (72.4 percent) followed closely by Courts of law (72.3 percent) and health services (72.1 percent).

Efficiency: The level of efficiency of public service was generally perceived to be high by all the three groups of respondents (public officials, enterprises and household). The overall score representing perceptions of public officials and enterprises indicates that Education was perceived to be the most efficient by 86.6 percent of respondents followed by commercial banks (85.1 percent), Local Government Authorities-LGAs (83.9 percent), Private Sector (83.8 percent), Tanzania Revenue Authority-TRA (83.1 percent) and the Prevention and Combating of Corruption Bureau-PCCB (83.1 percent).

Effectiveness: Overall public service delivery was perceived to be effective. The top five MDAs that were perceived to be most effective are Tanzania People's Defense Forces (TPDF) at 61.6 percent, followed by National Audit Office (NAOT) at 55.4 percent, Bank of Tanzania (BOT) 47.7 percent, Tanzania Revenue Authority (TRA) (46.4 percent), and Ministry of Works, Transport and Communication (MWTC) (43.5 percent). On the other hand, the institutions, which were perceived not to be effective in public service delivery, were led by National Identification Authority (NIDA) (33.9 percent), the Police Force (31.8 percent), District and Primary Courts (25.8 percent), Trade



Unions (22.7 percent) and Pension Funds (22.6 percent). The high perception of ineffectiveness of NIDA is attributed to the pressure the institution was subjected to issue IDs in large numbers at a short time. Pension funds were undergoing restructuring and the procedures for processing pensions were being revised. This may have led to the perception of ineffectiveness.

Adequacy of public services was generally perceived to be high. The respondents felt that services were adequate by more than 50 percent of respondents except for extension services, NIDA services and the TASAF. Education was perceived to be adequate by a high proportion of respondents (79.5 percent).

Timeliness: With regards to time taken to get a service at service points the respondents were of the perception that the education sector scored highest at 90.5 percent followed by security/safety services at 68.3 percent and electric utility services at 66 percent. Overall, all services were perceived to be offered in a timely manner except extension services, NIDA and TASAF services which scored 46 percent, 47 percent and 41 percent respectively.

Responsiveness: The results of the survey with regard to responsiveness of the public service indicate that 85 percent of respondents perceived public services as being responsive to the needs of the population when summing up the ‘very responsive’, ‘responsive’, and ‘moderately responsive’.

Governance and institutional accountability: Accountability was addressed and it was found that 90.5 percent of respondents indicated that the level of accountability was high, 81 percent of MDAs had Client Service Charters (CSC) and believed that they had been instrumental in improving services to the clients, whereby 87 percent said that the charters were “very helpful” or “helpful”. The 2009 survey had a lower figure at 54.4 percent when it comes to this variable.

The other variable observed in the context of governance and institutional accountability is transparency. 56.4 percent of the respondents indicated that information can easily be accessible. Overall, it was found that institutional performance in public service delivery and governance and accountability scored high and had shown improvement over time. This situation creates conditions for reducing corruption by reducing pressure on public services. However, greater effort needs to be put on operationalizing the Client’s Service Charters and holding meetings with clients so as to get feedback on areas of further improvement. The performance in extension service delivery scored low rate. This raises concern considering that agriculture is an activity carried out by a large majority of the citizens of Tanzania (70-80 percent). Agriculture is a main activity that is responsible for



livelihoods of Tanzanians, drives poverty reduction and is a basis for food supply as well as driver of industrialization. It is imperative that special effort be put into improving extension service delivery.

3.2 Ideas from different stakeholders that could significantly contribute to corruption prevention

Cooperation of the public in fighting corruption was assessed. It was found that 88.8 were of the view that people were willing to engage in fighting corruption, that they were either very willing (16.8 percent) or willing (44.1 percent) and/or moderately willing (27.9 percent). The survey had a question which the respondents were asked to agree or not with the statement “the public is eagerly involved in the fight against corruption”. The responses show that 92 percent of respondents perceived that citizens were supporting Government’s efforts to fight corruption while (8 percent) were of the view that citizens were not helpful when it comes to the fight against corruption.

Further, the responses show that 81.8 percent of respondents perceived that women are involved in the fight against corruption. Again when responding to the question whether the issue of gender is considered in participation in public affairs, responses by both sexes show results in a very similar pattern as exhibited.

Responding on the legal framework, 84.1 percent of the respondents were of the perception that the laws, rules and regulations associated with a fight against corruption were adequate, while 15.9 percent of the respondents perceived the legal framework to be inadequate. Fairness in the legal setting was perceived by respondents to be high at 94.7 percent; very fair (17.3 percent), fair (52.3 percent) and moderately fair (25.1 percent).

In regard to respondents’ perception on whether public awareness campaigns associated with anti-corruption measures are sufficient. 35.6 percent rated the campaigns as adequate and 55.6 percent perceived as sufficient. The two groups add up to 91.2 percent of respondents who perceived that public awareness campaigns were either sufficient or moderately sufficient. The implication of these results is that while appreciable efforts are being put into public awareness campaigns, it is suggested that more needs to be done to ensure that there are more sufficient educational anti-corruption campaigns.

On the question whether current corruption measures are working well, the results show that 59.9 percent of respondents perceived that Government’s efforts have been working well. Overall, the assessment indicates that the Government has recorded success in fighting corruption whilst 91.7 percent indicated that the efforts by anti-corruption agencies have been successful.



The survey wished to know which methods could be used to significantly reduce or completely eliminate corruption. The most cited were: severe punishment and fast tracking corruption cases; improved institutional and financial capacity of institutions tasked with fighting corruption; improved reporting mechanisms and confidentiality; increased public awareness and empowering citizens/community in the fight against corruption; increase service availability and accessibility; improve/increase employees' remunerations as an incentive against temptations of engaging in corrupt activities; and enhance the use of electronic payments in the system to minimize interactions between service providers and customers/clients.

3.3 Applicability and utility of the recently adopted National Anti-corruption Indicators

PCCB developed corruption and anti-corruption indicators. The use of these indicators aims at two results levels – reduced extent of corruption in all its dimensions, and strengthening good governance in all its key dimensions. However, the mini-survey conducted in 2017, tested the adopted indicators based on the perception of Households and Business enterprises in two regions only, and thus could not meaningfully inform major policy and institutional reforms under Tanzania's context. Hence, in order to make the indicators more useful to various actors, they were tested in this survey, and were found useful in assessing the same as well as for benchmarking the progress in fighting corruption in conjunction with other indicators.

3.4 New corruption patterns/dynamics/forms/habits emerging over the last decade

Respondents shared what they perceived as “new forms of corruption” as presented in the survey instruments. The following were mentioned as corruption practices that emerged over the last ten years: use of mobile money outlets for transacting bribes; some individuals give the impression of being close to the people with authority to cover their acts of corruption; public officials pretending to be irrationally hard working; reciprocating favors; and misuse of speed radars and EFD machines to solicit bribes.

3.5 Benchmark Indicators for evaluating progress in the fight against corruption

Based on tested corruption and anti-corruption indicators, the benchmark levels were developed for use by stakeholders in evaluating the progress, effects and impacts of the different interventions with the aim of reducing corruption in the country.



4.0 Conclusion and Recommendations

Levels and Depth of Corruption: The understanding of the meaning of corruption is common among age groups and gender was indeed not very different from what was mentioned in the 2009 NGACS. The common meanings mentioned by respondents include demand for unofficial payment, demand for sex/ sexual favors, asking for a bribe for services and demand for favors. Encouragingly, it was revealed that corruption level has decreased over the past 5 years. However, lower and middle level officials were perceived as most corrupt, and the perceived top most corrupt top public institutions mentioned were: The Police Force, the Tanzania Revenue Authority (TRA), the Courts of Law, the Health Sector, Land administration and Local Government tax authorities/Agents. Despite the undesirable effects of corruption, most respondents believed it was a lesser evil compared to other socio-economic challenges facing the country. The proportion of respondents who thought it was a bigger problem compared to other vices had declined. It is the general perception among citizens that institutions charged with fighting and preventing corruption have generally done well but they have much more to do. It is recommended to enhance anti-corruption awareness campaigns and conduct specific surveys within sectors, institutions and processes perceived as most corrupt.

The general view about the public service is that there has been considerable improvement in terms of institutional performance in public service delivery dimensions such as integrity, quality, adequacy, access, efficiency, effectiveness, timeliness and responsiveness of public service delivery. Digitalization in institutions like TRA, BRELA, water service providers, TANESCO and others has contributed to reducing corruption by reducing direct contacts between clients and institutions delivering public services. It is recommended that more should be done to accelerate the pace of digitalization of public service delivery.

New forms and dynamics of corruption: New tactics were recognized, these include: use of mobile money outlets for transacting bribes; pretence to be close to the people with authority to cover their acts of corruption; reciprocating favors; and misuse of speed radars and EFD machines to solicit bribes. These findings suggest that the fight against corruption must be continued and reviewed to cope with changing circumstances. There is a need to continue identifying new corruption patterns/dynamics/forms/habits that continue to emerge over time. It is recommended that, in order to cope with the fight against new patterns and dynamics of corruption, the instruments for fighting corruption should be updated and reviewed on a continuous basis.



Enhancing citizens' participation in preventing and combating corruption: Findings have shown that citizens are willing to participate in fighting corruption. More of this needs to be done. Initiatives should be taken to strengthening accountability and space for voices against corruption. Anti-corruption institutions and Civil Society Organizations (CSOs) are urged to undertake nationwide anti-corruption campaigns/ethical education to create awareness of the evils of corruption in society, how to identify and report corrupt acts and the necessary confidentiality be put in place to protect identity of whistleblowers.

Capacity of anti-corruption institutions: anti-corruption laws and regulations were perceived to be adequate, but institutions charged with the mandate to fight corruption were not adequately resourced. It is recommended to strengthen the capacity of anti-corruption institutions in order to effectively discharge their duties.

National Anti-Corruption Indicators were tested and found to be applicable in assessing the levels of corruption and anti-corruption efforts. These indicators and benchmark level have been incorporated in the survey and can be used for future assessment of the progress in reducing corruption levels in the public sector. It is recommended that these indicators should be taken in conjunction with others in order to get a clear picture of the developments in reducing corruption in the country.



TABLE OF CONTENTS

EXECUTIVE SUMMARY.....	iii
1.0 Introduction.....	iii
2.0 Objectives	iii
3.0 Methodology	iv
4.0 Main Findings	iv
4.1 Level and Depth of Corruption	iv
4.2 Ideas from different stakeholders that could significantly contribute to corruption prevention	x
4.3 Applicability and utility of the recently adopted National Anti-corruption Indicators ...	xi
4.4 New corruption patterns/dynamics/forms/habits emerging over the last decade	xi
4.5 Benchmark Indicators for evaluating progress in the fight against corruption.....	xi
5.0 Conclusion and Recommendations	xii
TABLE OF CONTENTS.....	xiv
LIST OF TABLES	xvii
LIST OF ABBREVIATIONS	xviii
TRANSLATIONS	xix
CHAPTER 1: INTRODUCTION	1
1.1 Background and context	1
1.2 The objective of the survey	2
1.3 Significance of the survey.....	2
1.4 Report structure.....	2
CHAPTER 2: APPROACH AND METHODOLOGY	3
2.1 Approach	3
2.2 Coverage and sampling	3
2.3 Profile of survey respondents.....	5
2.3.1 Age	5
2.3.2 Education.....	6
2.3.3 Gender	6
2.3.4 Employment	7
2.3.5 Size of Enterprises.....	8
2.3.6 Form of organization of Enterprises.....	8
2.4 Data collection	9
2.4.1 Field data	9



2.4.2	Preparation for data collection	9
2.4.3	Data quality control	9
2.4.4	Data analysis and report writing.....	9
CHAPTER 3: ANALYSIS OF THE FINDINGS		10
3.1	Levels and depth of corruption	10
3.1.1	Understanding of corruption	10
3.1.2	Perception of corruption as a vice in society	12
3.1.3	Perception on Most Corrupt Institutions.....	13
3.1.4	Level and trend of corruption	14
3.1.5	Personal experience in paying bribes.....	15
3.1.6	Causes of corruption.....	16
3.1.7	Who Initiates Corruption?.....	18
3.1.8	Identifying areas of institutional performance or dysfunctions.....	19
3.1.9	Integrity.....	19
3.1.10	Quality.....	20
3.1.11	Access to Public Services	22
3.1.12	Efficiency of public service	24
3.1.13	Effectiveness	26
3.1.14	Adequacy	27
3.1.15	Timeliness	27
3.1.16	Responsiveness	27
3.1.17	Governance and Institutional Accountability.....	27
(a)	Accountability to Clients	27
(b)	Participation and consensus building	28
(c)	Transparency and access to information	28
3.1.18	Prevention and Combating of Corruption.....	28
(a)	Perception on Willingness of the public to support Government efforts to fight corruption	29
(b)	Citizens support of Government's efforts to fight Corruption	29
(c)	Adequacy of Laws, Rules and Regulations	30
(d)	Fairness	30
(e)	Sufficiency of public awareness campaigns	31
(f)	Current Anti-Corruption Efforts are Working	32
3.2	Ideas on prevention and combating corruption	33
3.3	Applicability and utility of recently adopted National Anti-Corruption Indicators	34



3.4	New corruption patterns/dynamics/forms/habits emerged over the last decade.....	34
3.5	Benchmarks for Evaluating the Efficacy of the anti-corruption Mechanisms.....	35
4.1	Conclusion	36
4.2	Recommendations	37
	REFERENCE.....	38



LIST OF TABLES

Table 1:	Sample size and structure including (planned and actual).....	3
Table 2:	Profile/Characteristics of respondents' age groups	6
Table 3:	Profile/Characteristics of respondents' level of education	6
Table 4:	Respondents' gender distribution	7
Table 5:	Size distribution of Enterprises.....	8
Table 6:	Forms of respondent Enterprises	8
Table 7:	Understanding corruption	10
Table 8:	Perception of respondents on corruption as a vice in society	12
Table 9:	Perception on Most Corrupt Institutions.....	13
Table 10:	Response on level of corruption	15
Table 11:	Response on changing levels of corruption	15
Table 12:	Response on causes of corruption.....	16
Table 13:	Response on initiators of corruption	18
Table 14:	Response on institutional performance: integrity	19
Table 15:	Response on institutional performance: quality	21
Table 16:	Access to public services	23
Table 17:	Institutional performance: efficiency of public service	24
Table 18:	Perception of Households on Institutional performance: Efficiency	26
Table 19:	Access to information	28
Table 20:	Response on willingness to engage in the fight against corruption	29
Table 21:	Degree of citizens' support of Government's efforts to fight corruption	30
Table 22:	Adequacy of rules, laws and regulations	30
Table 23:	Fairness	31
Table 24:	Responses on sufficiency of public awareness campaigns	31
Table 25:	Whether current anti-corruption measures are working	32
Table 26:	Rating the Government initiatives to fight corruption in Tanzania	32



LIST OF ABBREVIATIONS

BOT	Bank of Tanzania
BRELA	Business Registrations and Licensing Agency
CAG	Controller and Auditor General
COSTECH	Commission for Science and Technology
CSC	Client Service Charter
CSOs	Civil Society Organizations
DC	District Commissioner
DPP	Director of Public Prosecution
EFD	Electronic Fiscal Device
ESRF	Economic and Social Research Foundation
FGDs	Focus Group Discussions
HQ	Headquarters
LGAs	Local Government Authorities
MDAs	Ministries, Departments and Agencies
MWTC	Ministry of Works, Transport and Communication
NASCAP	National Anti-Corruption Strategy and Action Plan
NFGG	National Framework for Good Governance
NGACS	National Governance and Corruption Survey
NAOT	National Audit Office
NBS	National Bureau of Statistics
NGOs	Non-Governmental Organizations
NIDA	National Identification Authority
PIs	Principal Investigators
PCCB	Prevention and Combating of Corruption Bureau
RITA	Registration Insolvency and Trusteeship Agency Tanzania Social Action Fund
TASAF	Tanzania Social Action Fund
TANESCO	Tanzania Electric Supply Company
TPDF	Tanzania People's Defense Forces
TRA	Tanzania Revenue Authority
UDSM	University of Dar es Salaam



TRANSLATIONS

“TAKRIMA” Kiswahili word for payment or material items (including food & drinks) given ostensibly as an unsolicited “goodwill” gesture but in reality, for a favor.

“BAKSHISHI” Kiswahili word for payment or an article given as a gift after receiving good service from someone.



CHAPTER 1: INTRODUCTION

1.1 Background and context

Since independence, The Government of Tanzania (GoT) has committed itself to fighting corruption in all spheres of the economy. This has been the fighting agenda in all phases of the Government. There are evidences showing this commitment of the Government in fighting corruption, such as putting in place institutional frameworks to fight corruption.

In 1999, the Government of Tanzania formulated the National Framework for Good Governance (NFGG) to facilitate the coordination of reforms designed to foster good governance and improve public service delivery. The National Anti–Corruption Strategy and Action Plan (NACSAP) was also formulated in 1999 as a component of the NFGG as Government’s key management instruments to prevent and combat corruption.

The Government launched the second phase of the National Anti–Corruption Strategy and Action Plan (NACSAP II) in 2006. To further support these efforts, in the year 2017, the Government launched the National Anti- Corruption Strategy and Action Plan third phase (NACSAP III), whose purpose, is to mainstream the anti- corruption action in the Government Ministries, Departments and Agencies, Private sectors, Non State Actors, Religious institutions and the general public to ensure that the vice is addressed in a participatory, systematic, coherent and comprehensive fashion. Within this framework, each institution is required to prepare its own action plan of implementation.

Despite all these efforts, corruption remains one of the serious vices in society in Tanzania. For this reason, understanding the state of corruption becomes critical in order to help the Government to solicit important and timely information from the citizens and at the same time promote public awareness on governance and corruption issues, identify areas/issues that may warrant further research, develop benchmarks for monitoring and evaluating the efficacy of the existing prevention strategies.

In this context, Government conducted the National Governance and Corruption Survey in 2009 and a follow up Survey in 2020. It is expected that the findings of the follow up survey will form an empirical base upon which the Government can assess successes and challenges in fighting corruption and devise appropriate anti-corruption measures to curb the malaise as well as inform institutional and policy reforms that can cope with the dynamics of this vice in society.



1.2 The objective of the survey

The broad objective of this survey was to conduct an in-depth governance and corruption survey in order to develop a well-established empirical base. The objective was to have a solid empirical foundation that would inform major institutional and policy reforms and interventions for curbing corruption. In particular, the survey sought to:

- (i) Explore the levels and depth of corruption with a view to fostering the citizens' anti- corruption awareness;
- (ii) Solicit ideas from the different stakeholders that could significantly contribute to corruption prevention;
- (iii) Examine the applicability and utility of the recently adopted national anti-corruption indicators;
- (iv) Identify new corruption patterns/dynamics/forms/habits that have emerged over the last ten years; and
- (v) Develop benchmarks for evaluating the efficacy of the anti-corruption mechanisms.

1.3 Significance of the survey

The results of this survey are expected to help to detect the extent, trend and source of institutional dysfunctions as well as dynamics of corruption in society. Moreover, the results will help the Government to prioritize reforms, inform policy dialogue, evaluate the quality of service delivery in the business environment and evaluate Government efforts in fighting corruption and the efficacy of the indicators that are in use. In addition, the results will establish reliable standards against which the efficacy of various anti-corruption interventions are to be measured and provide public information on the general levels, trends and changing forms of corruption and their socio-economic effects in society. The information that is produced through this survey will stimulate interest of various stakeholders in society of demanding better governance and quality service delivery and participating in fighting corruption.

1.4 Report structure

This report is a synthesis of three surveys (Household, Public Officials and Enterprises). The report is presented in four main chapters including introduction as chapter one. Chapter two presents the approach and methodology applied in getting the perceptions of various groups of citizens consisting of households, civil society organizations, public officials and enterprises. This is followed by results analyzed thematically according to the objectives of the study in chapter three. The analysis of the report is based on the administered questionnaire. The results are contrasted, to the extent possible, with perceptions in 2009 NGACS. Chapter four presents concluding observations and recommendations. Detailed findings of each survey are presented separately as Volume 2: Household Survey, Volume 3: Public Officials Survey and Volume 4: Enterprises Survey.



CHAPTER 2: APPROACH AND METHODOLOGY

2.1 Approach

The survey took an approach that was based on three pillars. Firstly, the grounding of the study in the realities of Tanzania's anti-corruption frameworks. Secondly, the study was conducted in a facilitative and participatory manner, by involving all key stakeholders in the prevention and combating of corruption. And thirdly, the survey made a comparison with results of 2009 NGACS survey wherever the data permitted.

2.2 Coverage and sampling

This survey was conducted in Tanzania Mainland in all administrative regions. However, the logistics of administering teams of enumerators and the large number of regions (26) necessitated division into seven (7) zones, which are Lake Zone, Western Zone, Eastern/Coastal Zone, Central Zone, Northern Zone, Southern Highlands Zone, and Southern Zone. The survey involved collecting information and data from four categories of stakeholders: Public Officials, Private Sector Operators (Enterprises Executives) and Community Households and Civil Society Organizations (CSOs). The sample that was planned and the actual outturn of responses are shown in Table 1. In general the response was good and is representative enough to allow for accurate interpretation of the results.

Table 1: Sample size and structure including (planned and actual)

Coverage: Spatial and Respondents	Target	Actual/Realized	Proportion/Success Rate (%)
Number of Regions covered	26	26	100.0
Number of Councils Covered.	52	52	100.0
Number of Public Officials from (i) 52 Councils; (ii) 26 Regional Secretariat; and (iii) Sector-specific MDAs in Dar es Salaam and Dodoma.	776	554	71.4
Number of households	1300	1306	100.6
Number of Enterprises	1035	1041	100.6
Number of Civil Society Organisations (CSOs)	52	65	125.0
Focus Group Discussions (FGDs)	52	52	100.0
Number of Principal Investigators to Supervise the study	10	10	100.0
Number of Research Assistants (RAs) to conduct the field survey Interviews	39	39	100.0

Source: 2020 NGACS



The response rate was generally very good except among public officials where the overall success rate in getting the planned number of respondents was 71.4 percent mainly a result of a clash of the field work with the calendar of parliamentary sessions¹ and a shortfall in the level of cooperation from officers in the Police Force and some Magistrates. This shortfall did not affect results because sufficient information was obtained from these institutions (Courts of Law and Police Force). It is believed that the numbers obtained suffice to make sound statistical analysis of the perceptions of public officials as a group.

The household survey targeted ordinary citizens as organized in household units. The aim was to collect the citizens' perceptions and their experiences of corruption with respect to the quality of services and service delivery in different sectors and public institutions. Citizens were crucial in this survey because they are the direct beneficiaries of public services delivered by both public and private institutions. Special attention was paid to healthcare, education, water and sanitation and electricity services. The sampling frame for respondents for the household category was a list of household units obtained from purposefully selected wards/villages/streets. The main respondent was the head of household or designated head of household. The sample, whose size was 1,306, was drawn from 52 Local Government Authorities (LGAs) purposefully picked from the 26 administrative regions of Tanzania Mainland. One LGA was urban and the other was rural. The survey used purposive sampling approach to select two wards in each LGA. For the rural LGA, one selected ward was peri-urban and the other entirely rural.

The Enterprises Survey covered 1041 units which were grouped on the basis of the following criteria: urban or rural, legal form of business organization, sector of activity and size (income and labour force). Under these categories focus was with the population of business executives. A sampling frame consisting of private sector companies in the target regions/cities was used as basis for randomly selecting respondents for the survey. The preferred survey respondents were: Chairmen/ chairpersons, Chief Executive Officers, Directors and Managers. The respondents were sampled from purposefully selected sampling areas consisting of six (6) cities, 15 municipalities and five (5) Town/District Councils.

The list of **public officials** was drawn from the three arms of the Government: the Executive, Judiciary and Legislature. The purpose was to understand institutional-specific determinants of corruption, discretion/informality, performance, and governance. A sample size of 776 (of whom 52 at regional

¹ The shortfall was compensated somewhat by physical visits to Dodoma where some MPs were interviewed based on a special open-ended instrument as key informants. The interviews focused in getting their views on progress made so far in improving governance, new forms of corruption, and areas of improvements in preventing and combating corruption.



level, 624 at council level, and 100 at MDAs) respondents from the population of public officials was planned to participate under this category. The sampling frame consisted of officials working with MDAs, Regional Administration, and Village/Ward officials. All of the key Ministries and some key Departments and Agencies (MDAs) were included in a list of respondents to be interviewed. Respondents from each of the MDAs alternated among the three levels of cadres, namely, higher, middle and lower cadres at a ratio of 30:30:40 respectively. The information from MDAs was meant to supplement findings obtained from other respondents in the survey.

In addition to individual interviews undertaken with households, public officials and enterprises information was sought from Civil Society Organizations (CSOs) and Focus Group Discussions (FGDs). 52 CSOs were covered, one from each LGA. Considering that some CSOs have been working on issues relating to fighting corruption it was deemed useful to accommodate insights from their experience and perception on corruption. The same number (52) of FGDs were covered, one from each LGA. Each FGD consisted of a minimum of six (6) and a maximum of 10 members. These were organized at sampled Councils and Wards in all regions to collect views/perceptions and understanding of corruption. Sampling of the FGD participants was based on geographical spread to ensure equal and realistic representation.

Secondary data, mostly consisting of data on reported cases of corruption, number of files submitted to the National Prosecution Services for prosecution, cases taken to courts for prosecution and successful convictions. This dataset was used to compute quantitative indicators related to key performance areas in the fight against corruption.

2.3 Profile of survey respondents

2.3.1 Age

The majority of the respondents were above 30 years of age (94.8 percent) with more public officials falling in the 30-44 age group (42.8 percent) than households (33.2 percent) averaging 33.1 percent, and households being older with 59.6 percent above 45 years old compared to 56.5 percent of the public officials averaging 58.7 percent falling in that age group (**Table 2**).

**Table 2: Profile/Characteristics of respondents' age groups**

Nature of respondent Age Group	Households		Public officials		Overall	
	Frequency	%	Frequency	%	Frequency	%
Under 30	93	7.1	4	0.7	97	5.2
30 to 44	434	33.2	237	42.8	671	36.1
45+	779	59.6	313	56.5	1092	58.7
Total	1306	99.9	554	100.0	1860	99.9

Source: 2020 NGACS

2.3.2 Education

In terms of the level of education the public officials had higher levels of education than households. While the majority of households had primary education up to standard 7 or 8 (56.3 percent) the majority of public officials had university level education (65.7 percent) (Table 3).

Table 3: Profile/Characteristics of respondents' level of education

Nature of respondent Educational level	Household		Public Official		Overall	
	Frequency	%	Frequency	%	Frequency	%
No formal school	162	12.4	2	0.4	164	8.8
Primary 1-4	118	9.0	5	0.9	123	6.6
Primary (up to Class 7/8)	735	56.3	30	5.4	765	41.1
Secondary (Form 1-4)	209	16.0	51	9.2	260	14.0
Secondary (Form 5-6)	9	0.7	16	2.9	25	1.3
College	38	2.9	85	15.3	123	6.6
University	30	2.3	364	65.7	394	21.2
Vocational/Adult education classes	5	0.4	1	0.2	6	0.3
Total	1306	100.0	554	100.0	1860	99.9

Source: 2020 NGACS

2.3.3 Gender

The survey covered slightly more males (53.2 percent) than females (46.8 percent) with females consisting of 23.1 percent among public officials and 59.1 percent of the households as shown in (Table 4).

**Table 4: Respondents' gender distribution**

Respondents Region	Households			Public Officials			Overall		
	Male	Female	Percent Female	Male	Female	Percent Female	Male	Female	Percent Female
Arusha	20	30	60.0	14	2	12.5	34	32	48.5
Dar es Salaam	15	35	70.0	46	21	31.3	61	56	47.9
Dodoma	7	45	86.5	61	21	25.6	68	66	49.3
Geita	24	26	52.0	17	2	10.5	41	28	40.6
Iringa	21	30	58.8	11	5	31.3	32	35	52.2
Kagera	36	14	28.0	15	4	21.1	51	18	26.1
Katavi	19	29	60.4	10	2	16.7	29	31	51.7
Kigoma	18	32	64.0	16	3	15.8	34	35	50.7
Kilimanjaro	21	29	58.0	12	4	25.0	33	33	50.0
Lindi	21	29	58.0	12	6	33.3	33	35	51.5
Manyara	35	17	32.7	14	5	26.3	49	22	31.0
Mara	22	28	56.0	15	2	11.8	37	30	44.8
Mbeya	19	31	62.0	13	1	7.1	32	32	50.0
Morogoro	21	29	58.0	12	7	36.8	33	36	52.2
Mtwara	23	27	54.0	14	4	22.2	37	31	45.6
Mwanza	22	29	56.9	16	3	15.8	38	32	45.7
Njombe	20	30	60.0	7	5	41.7	27	35	56.5
Pwani	15	36	70.6	7	5	41.7	22	41	65.1
Rukwa	28	22	44.0	14	3	17.7	42	25	37.3
Ruvuma	26	24	48.0	13	8	38.1	39	32	45.1
Shinyanga	20	30	60.0	17	4	19.1	37	34	47.9
Simiyu	17	33	66.0	16	5	23.8	33	38	53.5
Singida	12	39	76.5	14	4	22.2	26	43	62.3
Songwe	21	29	58.0	10	3	23.1	31	32	50.8
Tabora	17	33	66.0	13	4	23.5	30	37	55.2
Tanga	14	36	72.0	11	1	8.3	25	37	59.7
Total	534	772	59.1	420	134	23.1	954	906	46.8

Source: 2020 NGACS

2.3.4 Employment

The **household respondents** were overwhelmingly self-employed mainly in agriculture (50 percent) and in small and medium businesses at 23.5 percent, and those involved in artisanal activities at 3.4 percent. Those with formal employment in Government and the private sector constituted 5.5 percent. These correspond to national level shares.

Among the total **public official** respondents in the survey about 86 percent belonged to the executive arm of the Government working at the District Council levels (62.1 percent) or directly



with sector Ministries and Departments/Agencies (MDAs) (23.9 percent). 12.2 percent work for the Judiciary while 2.7 percent work for the Legislative arm of the Government.

2.3.5 Size of Enterprises

The Enterprise survey covered 1,041 respondents, of whom small-scale enterprises were dominant (61.8 percent) as shown in **Table 5**. This is a reflection of realities that in most LGAs there are few large enterprises.

Table 5: Size distribution of Enterprises

	Number of respondent Enterprises	%
Small Enterprises engaging 5-49 persons and with capital Shilling 5-200 million	643	61.8
Medium size Enterprises engaging 50-99 persons and with capital Shilling 200 – 800 million	279	26.8
Large Enterprises engaging over 100 persons and with capital over Shilling 800 million	119	11.4
Total	1041	100.0

Source: 2020 NGACS

2.3.6 Form of organization of Enterprises

Out of the 1,041 enterprise respondents reached in this survey the majority were sole proprietorships, 819 (78.6 percent); 174 (16.7 percent) were partnerships; 22 (2.1 percent) were Private Limited Liability Companies; 6 (0.6 percent) were Public Listed Companies; 18 (1.7 percent) were Private Social Enterprises; 2 (0.2 percent) were Religious Institutions; and one (0.1 percent) was a farmer's association (**Table 6**).

Table 6: Forms of respondent Enterprises

	Number	%
Sole proprietor	819	78.6
Partnerships	174	16.7
Private Limited Liability Company	22	2.1
Private social Enterprise	18	1.7
Public Limited Company	6	0.6
Religious institutions	2	0.2
Farmers' Association	1	0.1
Total	1041	100.0

Source: 2020 NGACS



2.4 Data collection

2.4.1 Field data

There were four types of instruments, each aimed at a specific stakeholder category:

- Public Officials Survey Questionnaire, which was divided into: (i) general questionnaire for all the public officials; and (ii) specific questionnaire for the National Prosecution Services (NPS), PCCB, Police Force, and the Judiciary;
- Enterprises Survey Questionnaire; and
- Households Survey Questionnaire. In addition to the normal questionnaire, there were some guides for conducting Focus Group Discussions (FDGs) whereby both individual interviews and group interviews were adopted to collect required data. In addition to individual interviews, FDGs with a minimum of six (6) and a maximum of 10 members were organized to collect data from some of stakeholders.

2.4.2 Preparation for data collection

Research Assistants were recruited and were trained for five (5) days on the specifics of the survey and on ethics. Economic and Social Research Foundation (ESRF) was responsible for developing the training materials and training of enumerators in collaboration with PCCB expert/contact person. Following the five (5) days training, one day was set aside for piloting the field instruments in Mkuranga with a view to test the suitability of the tools. One day was set for discussion on the experience from the pilot visit. Necessary adjustments were made to the tools before being fully deployed for the main fieldwork.

2.4.3 Data quality control

Team members conducted the survey and ensured credible data were collected to ensure that chances of errors were minimized. Supervision and Quality control measures were strictly followed to verify the process of data capturing.

2.4.4 Data analysis and report writing

After completion of data collection, data cleaning and data analysis were done. The Principal Investigators produced four volumes of reports:

- i). Analysis of main findings, conclusions and recommendations;
- ii). Public Officials' Survey Report;
- iii). Enterprise Survey Report; and
- iv). Households Survey Report.



CHAPTER 3: ANALYSIS OF THE FINDINGS

3.1 Levels and depth of corruption

3.1.1 Understanding of corruption

Although there were minor variations in the understanding of corruption among different groups the overall understanding interpretation pointed to three common interpretations of corruption as shown in **Table 7**. The most common understanding of corruption is “Demand for unofficial payment”. This understanding was endorsed by 63.6 percent on average and the high score was consistent among all groups. The second most popular understanding of corruption is “asking for a bribe for services” which was endorsed by 56.2 percent of the respondents and third popular understanding of corruption as “demand for favours” mentioned by 38.9 percent of the respondents on average. Although this understanding of corruption as demand for favours was high among public officials (59.0 percent), it was rather low among households (27 percent).

Table 7: Understanding corruption

Option (In words)	Household		Enterprises		Public Official		Overall
	Freq.	%	Freq.	%	Freq.	%	%
Demand for unofficial payment	751	57.5	645	62.0	395	71.3	63.6
Traditional hospitality	74	5.7	92	8.8	101	18.2	10.9
Bakshish (Tip)	19	1.5	41	3.9	82	14.8	6.7
Demand for favour	353	27.0	319	30.6	327	59.0	38.9
Sex corruption	217	16.6	240	23.1	249	44.9	28.2
Embezzlement of public funds	120	9.2	116	11.1	178	32.1	17.5
Fraud	134	10.3	128	12.3	136	24.5	15.7
Abuse of power.	156	11.9	116	16.0	241	43.5	23.8
Asking for a bribe for services	689	52.8	549	52.7	350	63.2	56.2
Nepotism	42	3.2	63	6.1	146	26.4	11.9
Asking for gifts other than money	161	12.3	153	14.7	164	29.6	18.9
Others (delay of services, paying for rightful services, diverging rightful services, favoritism)	165	12.6	130	12.5	29	5.2	10.1
Doesn't know	31	2.4	5	0.5	1	0.2	1.0

Source: 2020 NGACS



These perceptions were further elaborated during Focused Group Discussions (FGDs) that involved public officials at the district and ward levels. According to the FGDs, the meanings of corruption included “abuse and misuse of public office” (46 percent), “sex favour and extortions” (44.2 percent), nepotism (35.6 percent), bribery (27.8 percent), and buying one’s right to service (21.2 percent). When it comes to the most common forms of transactions in corruption deals, the results from FGDs also did not diverge from the individual questionnaire results. The most common forms of transaction in corruption undertakings included payment of money, sex exchanges, material gifts, nepotism based on family or friendship and social network links, and property or assets transfers.

Understanding of corruption in 2020 has not changed much from how it was perceived in 2009 where the most commonly mentioned meaning of corruption was making unofficial payments (94.4 percent), compared to 63.6 percent who mentioned that meaning of corruption in 2020. Also high in the list of definitions in 2009 included sex favour (57.4 percent) which was mentioned by 28.2 percent of the respondents in 2020. However, perception among public officials remains quite high at 44.9 percent. Definitions with remarkably more frequency of mention in 2020 compared to 2009 included demand for favour (38.9 percent compared to 18.6 percent in 2009) and embezzlement of public funds (28.2 percent in 2020 compared to 12.9 percent in 2009). A common feature in the similarity in perceptions by male and female respondents is that in the two surveys relatively more females mentioned demand for sex favour compared to males.

A survey of the literature, as elaborated in the Volume 2 on Household Survey in this study, has brought out four elements in the meaning of corruption: i) involvement of a public office/official, ii) for personal advantage or gain, iii) transgression of some formal rule or regulation, and iv) causing injury to public interest. The fourth element is not captured adequately by the definition offered by National Governance and Corruption Survey (NGACS) of 2009.

Corruption is, therefore, defined as the acquisition of ultimate private benefits by public officials through un-procedural and unauthorized use of political resources and goods to the detriment of general public interest. Corrupt transactions, therefore, can come in many guises including bribery, fraud, misappropriation, favoritism, nepotism, graft, and extortion. These forms have been captured quite well in the interviews. This suggests that the perception of the respondents in 2020 as in 2009 survey demonstrates a reasonably clear understanding of the meaning of corruption.



3.1.2 Perception of corruption as a vice in society

The respondents were asked about the extent to which they perceived corruption as a vice in society. The majority of respondents (81.5 percent) were of the opinion that corruption was a problem in society. Among these respondents, 44.7 percent perceived corruption as a major problem while 36.8 percent perceived corruption to be moderate. These results indicate that respondents perceived corruption as a vice in society that did not deserve to be tolerated as shown in **Table 8**. The distribution of perceptions was quite even among the three groups that responded to the question. However, enterprise respondents were relatively more emphatic on corruption being a major problem at 49.5 percent above the average response of 44.7 percent. Although a high proportion of respondents were of the view that corruption was low and has declined over the past five years, a large majority (95 percent) of Enterprise interviewees perceived that corruption in Tanzania was a problem despite substantial decrease since Fiscal Year 2014/2015. About 32 percent perceived corruption to be a moderate problem, while 14 percent were of the opinion that corruption was a minor problem. Two (2) percent were of the opinion that corruption in Tanzania was not a problem at all.

Table 8: Perception of respondents on corruption as a vice in society

In your opinion, how serious is corruption in Tanzania?								
	Enterprise		Public Officials		Household		Overall	
Response	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Major problem	515	49.5	247	44.6	534	40.9	1296	44.7
Moderate problem	333	32.0	230	41.5	506	38.7	1069	36.8
Minor problem	142	13.6	63	11.4	199	15.2	404	13.9
Not a problem at all	21	2.0	5	0.9	27	2.1	53	1.8
Don't know	30	2.9	9	1.6	40	3.1	79	2.7
Total	1041		554		1306		2901	

Source: 2020 NGACS

The respondents were of the view that corruption (petty and grand) is harmful to society in terms of diverting resources earmarked for improving socio-economic services, reducing equitable access to social services and reducing Government ability to attain development goals and objectives. In 2009 more than 90 percent of public officials interviewed in 11 regions were of the opinion that corruption was a major problem in society while four (4) regions viewed corruption as less of a problem. In both periods corruption were perceived as a vice in society. The surveys of 2020 and 2009 indicate recognition that respondents viewed corruption as a vice in society. These results suggest that if the society is mobilized to contribute to preventing and combating corruption, collaboration has a good chance.



3.1.3 Perception on Most Corrupt Institutions

The respondents were interviewed to determine which sectors or institutions were perceived to be most prone to corruption. It was found the institutions perceived to be most prone to corruption in Tanzania are (**Table 9**): the Police Force raking first (45.6 percent); the health sector (17.9 percent); the Courts of Law (11.9 percent); and the Tanzania Revenue Authority - TRA (6.1 percent). Among the enterprises, TRA was ranked second position reflecting the close interaction the enterprise sector has with TRA. The household ranked TRA seventh behind Police Force, Health Sector, Courts of law, Employment, Land and Education. The ranking reflects the fact that, households do not interact with TRA as closely as enterprises do. The perception of household is that corruption in the Health Sector was quite high (25.6 percent) compared to the average (17.9 percent). This shows that the households were more concerned about corruption in the health sector than enterprises. This could be reflecting inadequacy of health service in some parts of the country as well as the limited coverage of health insurance such as National Health Insurance Fund (NHIF) among household. Areas within the public service delivery system perceived by Public Officials to have relatively high levels of corruption include the Police Force (71 percent), electoral processes (57 percent) and the Courts of Law (49 percent), especially Primary and District Courts.

Table 9: Perception on Most Corrupt Institutions

Where would you locate most of the corrupt practices in the following departments?						
Public sectors	Enterprise		Household		Overall	
	Freq.	%	Freq.	%	Freq.	%
Courts of Law	107	10.3	173	13.2	280	11.9
Police Force	568	54.6	502	38.4	1070	45.6
Health Sector	87	8.4	334	25.6	421	17.9
TRA	130	12.5	14	1.1	144	6.1
Local government tax authorities/agencies	20	1.9	14	1.1	34	1.4
Harbors authority	8	0.8	3	0.2	11	0.5
Education Sector	20	1.9	17	1.3	37	1.6
TASAF			8	0.6		
Business Registration and Licensing			2	0.2		
Registration for National Identification			5	0.4		
Services from Village/Mtaa Government			14	1.1		
Employment Sector			67	5.1		
Natural Resources			2	0.2		
Politics			15	1.1		
Land			30	2.3		
Others (ward land tribunals, water authorities, banks, employment process)	101	9.7	106	8.1	207	8.8
Total	1041		1306			

Source: NGACS, 2020



- Note: (i) This is a single response question. The percentage for each option was calculated from 1306 on households, 1041 on Enterprises and 2347 on overall.*
- (ii) Not all public sectors were covered in all questionnaires. For those that were not covered are highlighted in “blue”*
- (iii) The overall column only calculated responses that were covered on both questionnaires.*

These top ranked sectors are the same institutions identified/reported by 2009 NGACS. These sectors (Police Force, Health and Courts of Law), that appear to be perceived as most corrupt sectors in several surveys and over time, deserve further scrutiny and analysis in terms of more specific surveys with a view of coming up with more specific solutions. The sectors are not homogeneous as there are variations within them. For instance, the Police Force have departments such as Traffic, Criminal Investigation, Prosecution and General Duties. In Health Sector, there are different levels of health service providers such as Village Dispensaries, Health Centres, and District, Regional and Referral Hospitals. Within those health facilities there are a variety of services provided. Courts of Law have different levels from Primary Courts to High Court and Court of Appeal. It also covers Magistrates, Judges, Advocates and Court Clerks among others. All these different levels and categories within the Police Force, the Health

Sector and the Courts of Law have different experiences, practices and characteristics relating to corruption. It would be useful to design and conduct specific surveys in disaggregated categories within these institutions/sectors in order to identify more specifically the epicentres of corruption within them. The resulting analysis would facilitate identification of more specific, practical and implementable solutions.

3.1.4 Level and trend of corruption

The majority of respondents perceived the levels of corruption to be low. The choices ranged from ‘very high’ to ‘low’. About 78.5 percent of respondents, in households (77 percent) and enterprises (80 percent) perceived the level of corruption to be very low, low or average. Less than one-tenth of the respondents (9 percent) perceived that the levels were ‘very high’ while about 12 percent of the respondents considered corruption to be high. It is therefore clear that the respondents generally perceived the levels of corruption to be low (**Table 10**).

**Table 10: Response on level of corruption**

Response	Household		Public Officials		Enterprise		Overall	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Very high	124	9.5	23	4.2	86	8.3	233	8.0
High	175	13.4	99	17.9	127	12.2	401	13.8
Average	376	28.8	293	52.9	351	33.7	1020	35.2
Low	629	48.3	139	25.0	477	45.8	1245	42.9
	1304		554		1041		2899	

Source: NGACS, 2020

The respondents were asked about their perception of the trend of levels of corruption. The results show that the level of corruption had decreased over the 5-year period between 2015 and 2020. 87.9 percent of the respondents were of the view that corruption had highly decreased (62.2 percent) or decreased (25.7 percent). These results are consistent in all groups, which were interviewed, although public officials were relatively more emphatic at 92 percent perceived that corruption had decreased or highly decreased compared to average of 87.9 percent for all categories (Table 11).

Table 11: Response on changing levels of corruption

Response	Household		Enterprise		Public Official		Overall
	Freq.	%	Freq.	%	Freq.	%	%
Decreased	327	25.0	274	26.3	290	52.3	25.7
Highly decreased	830	63.6	633	60.8	220	39.7	62.2
Highly increased	110	8.4	84	8.1	7	1.3	8.3
Increased	24	1.8	31	3.0	11	2.0	2.4
No change	15	1.1	19	1.8	26	4.7	1.5

Source: 2020 NGACS

In 2009, corruption was considered to be a major problem by 91.1 percent of respondents (on average): firms (92.3 percent), households (88.2 percent) and public officials (92.9 percent) (URT, 2009). The decline might be caused by persistent determination by the Government of Tanzania, coupled with the introduction of e-Government processes especially automation of most business processes with regards to registration, tax payment and other business services.

3.1.5 Personal experience in paying bribes

Forty-one percent of respondents among enterprises indicated to have being asked to pay a bribe. One fifth of the public officials had the experience of “always” being demanded to pay a bribe to sort out matters with the Police Force (21.8 percent), while 10.8 percent had such experience with



Courts and 9.2 percent with Department of Lands. Male officials (22.1 percent) had a slightly higher likelihood of being demanded to pay a bribe by the Police compared to female officials (20.9 percent). A similar scenario where men are more likely to be demanded to pay bribes is seen in respect of Courts, Land Departments and Ten-Cell Leader levels. Males had a higher chance of being asked to participate in giving bribes except in the case of health services where females are more likely to pay bribes (4.8 percent compared to 3.1 percent for men). The latter is most likely due to the higher incidence of females seeking health services themselves or for children. A similar scenario where men are more likely to be demanded to pay bribes is seen in respect of Police Force, Courts, Land Departments and Ten-Cell Leader levels. In 2009, a proportion of households (39 percent), public officials (32.5 percent) and company executives (49.7 percent) confirmed having had to bribe a public servant in order to obtain service (URT, 2009). These findings indicate a reduction of corrupt practices that affect both citizens and businesses in 2020.

3.1.6 Causes of corruption

The top five ranking drivers of corruption were identified as lack of awareness (77.7 percent), low civic competence (75.5 percent), fast tracking purposes (71.9 percent), bending rules and laws (69.2 percent) and soft/lenient sanctions against corruption (65.2 percent) as shown on **Table 12**.

Table 12: Response on causes of corruption

Causes of corruption	Household		Enterprise		Public Official		Overall	
	Strongly Agree+ Agree	%	Strongly Agree+ Agree	%	Strongly Agree+ Agree	%	Strongly Agree+ Agree	%
Low income	641	49.1	581	55.8	294	53.1	1516	52.3
Greed and self-indulgence	752	57.6	625	60.0	370	66.8	1747	60.2
Leaders' conspicuous lifestyles	699	53.5	649	62.3	356	64.3	1704	58.7
Scarce/inadequate public services	761	58.3	703	67.5	339	61.2	1803	62.2
Nature of the taxation regimes	699	53.5	731	70.2	335	60.5	1765	60.8
Unfair justice system	828	63.4	704	67.6	306	55.2	1838	63.4
Uneven political competition	644	49.3	622	59.8	278	50.2	1544	53.2
Non-transparent Government business	715	54.7	696	66.9	300	54.2	1711	59.0
Limited economic opportunities	754	57.7	722	69.4	293	52.9	1769	61.0
Fast tracking purposes (Services)	936	71.7	820	78.8	362	65.3	2118	71.9
Implied cost reduction	652	49.9	594	57.1	330	59.6	1576	54.3
Bending the law/rules	862	66.0	720	69.2	401	72.4	1983	69.2
Lax procedures (in procurement)	645	49.4	620	59.6	358	64.6	1623	55.9
Soft sanctions against offenders	911	69.8	747	71.8	301	54.3	1959	65.2
Low civic competence	982	75.2	816	78.4	392	70.8	2190	75.5



Table 12 Continues

Causes of corruption	Household		Enterprise		Public Official		Overall	
	Strongly Agree+ Agree	%	Strongly Agree+ Agree	%	Strongly Agree+ Agree	%	Strongly Agree+ Agree	%
Politics-business fusion	680	52.1	633	60.8	314	56.7	1627	56.1
Ineffectiveness of anti-corruption institutions/sloppy law enforcement	632	48.4	600	57.6	273	49.3	1505	51.9
Lack of education and awareness	1063	81.4	839	80.6	397	71.7	2299	77.7
Lack of enforcement of rules and Regulations	772	59.1	745	71.6				
Profit maximization motive	780	59.7	708	68.0				
Lack of control and accountability of public officials	800	61.3	724	69.5				

Source: 2020 NGACS

Note: (i) This is a multiple response question. The percentage for each option was calculated from 1306 on households, 1041 on Enterprises, 554 on Public Officials and 2901 on overall.

(ii) Not all causes of corruption were covered in all questionnaires. For those that were not covered are highlighted in “blue”

(iii) The overall column only calculated responses that were covered on both questionnaires.

The perceptions are quite consistent among various groups. However, enterprises ranked maneuvering of the laws/rules on top of the list while for households the top cause is low awareness at 81.4 percent. For Public Officials’ respondents perceived that drivers of corruption in the country are led by maneuvering of existing laws and regulations within institutions to accommodate corrupt practices (72.2 percent), low level of awareness on people’s civic rights to get unconditional services (71.7 percent) and greed and self-indulgence by perpetrators of corruption (66.8 percent).

These causes were also corroborated in the Focus Group Discussions (FGDs) that were conducted at district and ward level as part of the comprehensive survey as well as the 2009 Enterprise Survey which included among the top five “Poor law enforcement/punishment of the corrupt individuals” and high cost of living. In 2009, the causes mentioned were: greed/selfishness stated by households (96.2 percent), public officials (96.6 percent) and company executives (95.5 percent); moral indecency stated by households (92.5 percent) and public officials (90.9 percent); absence of punishment stated by households (90.3 percent); poor law enforcement/absence of punishment stated by public officials (85.2 percent); lack of control and accountability of public officials stated by company executives (86.7 percent); and moral decay stated by company executives (84.1 percent).



The results from the FGDs show that three causes scored the most points; these are: inadequate public services at 19.5 percent, greed and selfishness for wanting to get rich quickly at 18.9 percent, and low level of awareness (low education, ignorance) on the part of the population at 15.8 percent. Causes related to socially infused characters like immorality and non-God fearing population, inbuilt wicked behavior and moral decay rank high as well at 8 percent. Weak sanctions and punishment to perpetrators were perceived to be a cause for continued corruption among 3.4 percent of the respondents.

These findings show that, public awareness taken together with civic competence as well as public service delivery are primary drivers of corruption. Building civic competence through education, awareness and working out effective mechanisms of civic participation in the fight against corruption and improvement of service delivery can go a long way in reducing corruption.

3.1.7 Who Initiates Corruption?

Respondents were of the opinion that the acts of corruption were initiated by service providers (42.7 percent) while 27.2 percent perceived that it is the service seekers that initiated the acts of corruption. 23.5 percent of the respondents perceived that corruption practice was known in advance by both parties as shown in **Table 13**. Some 3.5 percent of the respondents were of the view that corruption acts were initiated by middlemen. 3.7 percent said they did not know. These results are quite consistent among different types of respondents irrespective of whether they are from households or enterprises.

Table 13: Response on initiators of corruption

	Enterprise		Household		Overall	
	Freq.	%	Freq.	%	Freq.	%
A service provider	416	40.0	591	45.3	1007	42.7
A service seeker	273	26.2	368	28.2	641	27.2
A middleman	57	5.5	19	1.5	76	3.5
It is known beforehand	263	25.3	272	20.8	535	23.5
Do not know	32	3.1	56	4.3	88	3.7
Total	1041		1306		2347	

Source: NGACS, 2020

In contrast, the 2009 NGACS report shows 64.9 percent of the respondents indicated that Government officials initiated corruption acts while 18.2 percent of respondents were of the opinion that corruption acts were initiated by seekers of service and 8.7 percent of respondents perceived that corruption acts were known beforehand. The trend over time is consistent in that the leading initiators are service providers followed by service seekers. The proportion of respondents perceiving corruption to be known beforehand increased from 8.7 to 23.5 percent.



3.1.8 Identifying areas of institutional performance or dysfunctions

Institutional performance in service delivery is an important factor for creating conditions for corruption or otherwise. Perceptions regarding institutional performance or dysfunctions were examined in terms of their integrity, quality and access to public services, and efficiency and effectiveness.

3.1.9 Integrity

The top five sectors/institutions which were perceived to be highly honest with high level of integrity are the TPDF (60.9 percent), Education (58.4 percent), PCCB (58.1 percent) and Office of the District Commissioners (51.6 percent). The public institutions which were perceived to be dishonest were led by Police Force (39.5 percent) followed by District/primary Courts (19.9 percent), Health (16.1 percent), Lands (15.2 percent) and LGAs (12.2 percent) in that order. The perception of the lowly ranked MDAs in terms of integrity has however improved compared to the 2009 NGACS when they scored worse points compared to this 2020 survey (Table 14).

Table 14: Response on institutional performance: integrity

Integrity	Public Official				Household				Overall			
	Honest & Completely Honest		Dishonest & Completely Dishonest		Honest & Completely Honest		Dishonest & Completely Dishonest		Honest & Completely Honest		Dishonest & Completely Dishonest	
	Freq	%	Freq	%	Freq	%	Freq	%	Freq	%	Freq	%
Ministry of Finance	225	40.6	43	7.8	454	34.8	55	4.2	679	36.5	98	5.3
Ministry responsible for public service	195	35.2	50	9.0	456	34.9	82	6.3	651	35.0	132	7.1
Ministry of Health	191	34.5	47	8.5	729	55.8	253	19.4	920	49.5	300	16.1
Ministry of Education	195	35.2	30	5.4	891	68.2	77	5.9	1086	58.4	107	5.8
The High Court	197	35.6	49	8.8	507	38.8	120	9.2	704	37.8	169	9.1
Universities/Institutions of Higher Learning	183	33.0	40	7.2	510	39.1	77	5.9	693	37.3	117	6.3
The Bank of Tanzania	259	46.8	27	4.9	417	31.9	32	2.5	676	36.3	59	3.2
The National Bureau of Statistics	189	34.1	36	6.5	344	26.3	31	2.4	533	28.7	67	3.6
Parliament	174	31.4	78	14.1	662	50.7	127	9.7	836	44.9	205	11.0
Ministry responsible for infrastructure development	197	35.6	43	7.8	531	40.7	99	7.6	728	39.1	142	7.6
Police Force	100	18.1	175	31.6	583	44.6	553	42.3	683	36.7	728	39.1
The Army	314	56.7	14	2.5	818	62.6	107	8.2	1132	60.9	121	6.5
National Audit Office	241	43.5	37	6.7	401	30.7	54	4.1	642	34.5	91	4.9
City/Municipal/Town/District Council	133	24.0	72	13.0	779	59.6	154	11.8	912	49.0	226	12.2
Ministry of Justice	182	32.9	39	7.0	408	31.2	61	4.7	590	31.7	100	5.4
District/Primary Courts	138	24.9	116	20.9	548	42.0	255	19.5	686	36.9	371	19.9
Office of the District Commissioner	205	37.0	47	8.5	754	57.7	76	5.8	959	51.6	123	6.6
Social security funds-NSSF/PSSSF	150	27.1	72	13.0	418	32.0	79	6.0	568	30.5	151	8.1
BRELA	152	27.4	44	7.9	450	34.5	81	6.2	602	32.4	125	6.7
RITA	175	31.6	52	9.4	707	54.1	104	8.0	882	47.4	156	8.4
Commercial Banks	198	35.7	33	6.0	458	35.1	67	5.1	656	35.3	100	5.4
Ministry of Industry	145	26.2	44	7.9	401	30.7	47	3.6	546	29.4	91	4.9



Table 14 Continues

Integrity Public Institutions	Public Official				Household				Overall			
	Honest & Completely Honest		Dishonest & Completely Dishonest		Honest & Completely Honest		Dishonest & Completely Dishonest		Honest & Completely Honest		Dishonest & Completely Dishonest	
	Freq	%	Freq	%	Freq	%	Freq	%	Freq	%	Freq	%
Ministry of Agriculture	137	24.7	57	10.3	522	40.0	81	6.0	659	35.4	138	7.4
Ministry of Home Affairs	129	23.3	98	17.7	393	30.1	99	7.6	522	28.1	197	10.6
Attorney-General's Chambers	182	32.9	51	9.2	356	27.3	52	4.0	538	28.9	103	5.5
Tanzania Revenue Authority	212	38.3	55	9.9	486	37.2	155	11.9	698	37.5	210	11.3
Directorate of Public Prosecution	173	31.2	66	11.9	364	27.9	58	4.4	537	28.9	124	6.7
Private Sector	175	31.6	43	7.8	566	43.3	86	6.6	741	39.8	129	6.9
Trade Unions	129	23.3	75	13.5	419	32.1	63	4.8	548	29.5	138	7.4
NGOs	136	24.5	55	9.9	404	30.9	58	4.4	540	29.0	113	6.1
PCCB	197	35.6	47	8.5	884	67.7	89	6.8	1081	58.1	136	7.3
Ministry of Land	154	27.8	75	13.5	510	39.1	208	15.9	664	35.7	283	15.2
Ministry of Labour, Employment and Youth Development	139	25.1	62	11.2	440	33.7	139	10.4	579	31.1	198	10.6
Tanzania Investment Centre (TIC)	136	24.5	56	10.1	340	26.0	47	3.6	476	25.6	103	5.5

Source: 2020 NGACS

In 2009, the following seven institutions were perceived by public officials as honest or completely honest: the Army (81.1 percent), Offices of District Commissioners (72.1 percent), commercial banks (72 percent), the Parliament (69.4 percent), PCCB (68.7 percent), National Audit Office (66.9 percent) and social security funds (66.5 percent), and the less honest were: Ministry of Home Affairs (52.8 percent), High Court (51.2 percent), Ministry of Finance (50.5 percent), Ministry of Lands, Housing and Human Settlement Development (44.9 percent), Bank of Tanzania (41.9 percent), District/Primary Courts (36.3 percent) and the Police Force (31.1 percent).

3.1.10 Quality

Quality of public service was addressed as an attribute of service delivery by public institutions as it was perceived by respondents. Overall rating of the quality of the services provided by the institutions indicates that the respondents perceived highest quality of services was delivered by the top six institutions led by Education (79.5 percent), followed by LGAs (75.1 percent), PCCB (74.1 percent), Health (71.7 percent), Office of the District Commissioners (71.1 percent) and Police Force (63.2 percent) as shown in **Table 15**.



Table 15: Response on institutional performance: quality

Quality	Enterprise				Household				Overall			
	Excellent + Very Good + Good		Very Poor + Poor		Excellent + Very Good + Good		Very Poor + Poor		Excellent + Very Good + Good		Very Poor + Poor	
	Freq	%	Freq	%	Freq	%	Freq	%	Freq	%	Freq	%
Ministry of Finance	662	63.6	40	3.8	550	42.1	27	2.1	1212	51.6	67	2.9
Ministry responsible for Public Service	590	56.7	25	2.4	581	44.5	34	2.6	1171	49.9	59	2.5
Ministry of Health	788	75.7	141	13.5	898	68.8	156	11.9	1686	71.8	297	12.7
Ministry of Education	863	82.9	43	4.1	1002	76.7	35	2.7	1865	79.5	78	3.3
The High Court	568	54.6	70	6.7	595	45.6	58	4.4	1163	49.6	128	5.5
Universities/Institutions of Higher Learning	653	62.7	46	4.4	607	46.5	32	2.5	1260	53.7	78	3.3
The Bank of Tanzania	606	58.2	19	1.8	504	38.6	16	1.2	1110	47.3	35	1.5
The National Bureau of Statistics	487	46.8	11	1.1	425	32.5	12	0.9	912	38.9	23	1.0
Parliament	705	67.7	92	8.8	774	59.3	68	5.2	1479	63.0	160	6.8
Ministry responsible for infrastructure development	757	72.7	58	5.6	616	47.2	58	4.4	1373	58.5	116	4.9
Police Force	674	64.7	319	30.6	810	62.0	341	26.1	1484	63.2	660	28.1
TPDF	802	77.0	61	5.9	881	67.5	58	4.4	1683	71.7	119	5.1
National Audit Office	547	52.5	14	1.3	473	36.2	18	1.4	1020	43.5	32	1.4
City/Municipal/Town/District Council	859	82.5	96	9.2	902	69.1	87	6.7	1761	75.0	183	7.8
Ministry of Justice	582	55.9	23	2.2	496	38.0	35	2.7	1078	45.9	58	2.5
District/Primary Courts	654	62.8	131	12.6	682	52.2	146	11.2	1336	56.9	277	11.8
Office of the District Commissioner	813	78.1	37	3.6	855	65.5	45	3.4	1668	71.1	82	3.5
Social security funds-NSSF/PSSSF	588	56.5	55	5.3	490	37.5	45	3.4	1078	45.9	100	4.3
BRELA	726	69.7	67	6.4	498	38.1	54	4.1	1224	52.2	121	5.2
RITA	758	72.8	48	4.6	773	59.2	67	5.1	1531	65.2	115	4.9
Commercial Banks	861	82.7	42	4.0	534	40.9	53	4.1	1395	59.4	95	4.0
Ministry of Industry	655	62.9	39	3.7	482	36.9	27	2.1	1137	48.4	66	2.8
Ministry of Agriculture	670	64.4	62	6.0	611	46.8	50	3.8	1281	54.6	112	4.8
Ministry of Home Affairs	594	57.1	80	7.7	490	37.5	55	4.2	1084	46.2	135	5.8
Attorney-General's Chambers	520	50.0	22	2.1	437	33.5	30	2.3	957	40.8	52	2.2
Tanzania Revenue Authority	824	79.2	162	15.6	613	46.9	74	5.7	1437	61.2	236	10.1
National Prosecution Services (DPP's office)	503	48.3	24	2.3	430	32.9	40	3.1	933	39.8	64	2.7
Private Sector	837	80.4	24	2.3	640	49.0	52	4.0	1477	62.9	76	3.2
Trade Unions	601	57.7	32	3.1	489	37.4	38	2.9	1090	46.4	70	3.0
NGOs	578	55.5	21	2.0	583	44.6	47	3.6	1161	49.5	68	2.9
PCCB	816	78.4	102	9.8	923	70.7	50	3.8	1739	74.1	152	6.5
Ministry of Land	713	68.5	94	9.0	617	47.2	123	9.4	1330	56.7	217	9.2
Ministry of Labour, Employment and Youth Development	572	54.9	135	13.0	511	39.1	91	7.0	1083	46.1	226	9.6
Tanzania Investment Centre (TIC)	558	53.6	22	2.1	411	31.5	33	2.5	969	41.3	55	2.3
Local government tax authority/agency					592	45.3	74	5.7				
NEMC	624	59.9	70	6.7								
Tanzania Bureau of Standards (TBS)	710	68.2	79	7.6								
OSHA	589	56.6	62	6.0								
Tanzania Medicines and Medical Devices Authority (TMDA)	601	57.7	57	5.5								
Ministry of Water	779	74.8	105	10.1								
Ministry of Energy (electricity/gas)	726	69.7	109	10.5								
Ministry of Minerals	601	57.7	14	1.3								
Ministry of Natural Resources and Tourism	654	62.8	20	1.9								



Source: 2020 NGACS

- Note:
- (i) *This is a multiple response question. The percentage for each option was calculated from 1306 on households, 1041 on Enterprise, and 2347 on overall.*
 - (ii) *Not all Public Institutions were covered in all questionnaires. For those that were not covered are highlighted in “blue”*
 - (iii) *The overall column only calculated Public Institutions that were covered on both questionnaires.*
 - (iv) *Public Officials Questionnaire was not included as it did not contain the question on “Quality”*

However, respondents perceived the poorest public service delivery came from Police Force (28.1 percent), Health (12.7 percent), District and Primary Courts (11.8 percent), TRA (10.1 percent) and Ministry of Labour, Employment and Youth development (9.6 percent).

The quality of Police Force services and health services were ranked reasonably high (second and sixth respectively) yet the same institutions (Police Force and Health) were also perceived to be offering poor services (ranked first and second respectively). This suggests that the quality of public service delivery with public institutions may be varying. It is possible that there is differential quality of public service delivery within specific public institutions such as the Police Force or Health. Different sections of respondents may be having different experiences with institutions delivering public service. This situation points to the need for more specific in-depth studies of specific institutions in order to establish which public services are of high or low quality. These assessments could also be designed to be accommodated in service charters of specific public institutions.

In the response of the Household Survey questionnaire, it was found that nearly half of them (48.5 percent) did not give an assessment of the institutions which had little interaction with households. Apparently a significant section of the population was not aware of the services provided by some of the key institutions in the country like the Attorney General’s Office, the National Prosecution Services (Director of Public Prosecution’s office), Tanzania Investment Centre (TIC) and the National Bureau of Statistics (NBS).

3.1.11 Access to Public Services

As far as access to public services is concerned the respondents perceive the selected services as being quite accessible. The education sector tops the list for having the highest score at 90.8 percent of accessibility. This is followed by communication services (88.0 percent) and third follows Transport (81.5 percent). Fourth are security services (72.4 percent) followed closely by judicial services (72.3 percent) and health services (72.1 percent) as shown in **Table 16**.

**Table 16: Access to public services**

Ranking	Public service	Hardly Accessible	Less accessible	Somewhat accessible	Accessible	Easily accessible	Easily accessible + accessible	
							Freq.	%
1	Education	12	22	86	690	496	1186	90.8
2	Communication	31	21	105	632	517	1149	88.0
3	Transport	62	68	112	617	447	1064	81.5
4	Security (Police Force)	74	92	194	657	289	946	72.4
5	Courts of Law	104	85	173	685	259	944	72.3
6	Health	97	75	193	577	364	941	72.1
7	Electricity	189	72	158	487	400	887	67.9
8	Water	201	102	166	469	368	837	64.1
9	NIDA	205	166	275	507	153	660	50.5
10	TASAF	372	136	184	490	124	614	47.0
11	Extension	405	134	160	415	192	607	46.5

Source: 2020 NGACS

The sampled CSOs also had a very positive response on the accessibility of public services. Over 90 percent of the respondents from this group noted that services were either accessible or easily accessible.

The National Identification Authority (NIDA) and Tanzania Social Action Fund (TASAF) services are at the bottom with low scores at the ‘accessibility’ categories and high scores in ‘inaccessibility’ categories. This does not necessarily imply that corruption is occurring in these public service providers. In the case of NIDA the timing coincided with the high demand for NIDA services following deadlines for registration of telephone numbers using National Identification Cards (IDs). In the case of TASAF the perception of accessibility may be explained by the perception that TASAF services are supposed to be universal instead of selective. The results may be an indication that the selection criteria for access to services may not be well known to the respondents. The perception simply indicates that respondents do not feel that the respective public services are easily accessible. This situation has the potential to breed corruption if it is perceived as a means to gain access to the public services. However, there is no indication that corruption was being practiced as a means to access the services provided by NIDA and TASAF though the respondents perceived their services were not accessible. Therefore, more specific and in-depth studies on perceptions of accessibility are needed in order to help these institutions design strategies for enhancing the understanding and changing the mindsets of citizens.



3.1.12 Efficiency of public service

The level of efficiency of public service was generally perceived to be high by all the three groups of respondents (public officials, enterprises and household) as shown in **Table 17 and Table 18**. The overall score representing perceptions of public officials and enterprises indicates that Education is perceived to be the most efficient by 86.6 percent of respondents followed by commercial banks at 85.1 percent, LGAs at 83.9 percent, Private sector at 83.8 percent and TRA and PCCB tying at 83.1 percent. However, for Households the perception about poor service was highest for NIDA at 57.2 percent and TASAF at 49.0 percent followed by water at 44.3 percent, security services at 42.5 percent, Health at 42.1 and extension services at 39.3 percent. For households these are services which concern them on a daily basis.

Table 17: Institutional performance: efficiency of public service

Quality	Enterprise				Public Official				Overall			
	Excellent + Very Good + Good		Very Poor + Poor		Excellent + Very Good + Good		Very Poor + Poor		Excellent + Very Good + Good		Very Poor + Poor	
	Freq	%	Freq	%	Freq	%	Freq	%	Freq	%	Freq	%
Ministry of Finance	653	62.7	62	6.0	524	94.6	30	5.4	1177	73.8	92	5.8
Ministry responsible for Public Service	586	56.3	40	3.8	508	91.7	46	8.3	1094	68.6	86	5.4
Ministry of Health	797	76.6	136	13.1	518	93.5	36	6.5	1315	82.4	172	10.8
Ministry of Education	867	83.3	40	3.8	514	92.8	40	7.2	1381	86.6	80	5.0
The High Court	573	55.0	57	5.5	495	89.4	59	10.6	1065	67.0	116	7.3
Universities/Institutions of Higher Learning	660	63.4	45	4.3	516	93.1	38	6.8	1176	73.7	83	5.2
The Bank of Tanzania	637	61.2	11	1.1	531	95.8	23	4.1	1168	73.2	34	2.1
The National Bureau of Statistics	495	47.6	12	1.2	514	92.8	40	7.2	1009	63.3	52	3.3
Parliament	722	69.4	84	8.1	477	86.1	77	13.9	1199	75.2	161	10.1
Ministry responsible for infrastructure development	732	70.3	63	6.1	504	91.0	50	9.0	1230	77.5	113	7.1
Police Force	678	65.1	316	30.4	413	74.5	141	25.4	1091	68.4	457	28.7
The Army	787	75.6	69	6.6	532	96.0	22	3.9	1315	82.7	91	5.7
National Audit Office	553	53.1	21	2.0	520	93.9	34	6.1	1073	67.3	55	3.4
City/Municipal/Town/District Council	848	81.5	90	8.6	491	88.6	63	11.3	1339	83.9	153	9.6
Ministry of Justice	568	54.6	25	2.4	509	91.9	45	8.1	1077	67.5	70	4.4
District/Primary Courts	667	64.1	137	13.2	452	81.6	102	18.4	1119	70.2	239	15.0
Office of the District Commissioner	801	76.9	44	4.2	510	92.1	44	7.9	1311	82.2	88	5.5
BRELA	715	68.7	74	7.1	506	91.3	48	8.6	1221	76.6	122	7.6
RITA	736	70.7	55	5.3	503	90.8	51	9.2	1239	77.7	106	6.6
Commercial Banks	841	80.8	44	4.2	516	93.1	38	6.8	1357	85.1	82	5.1
Ministry of Industry	657	63.1	40	3.8	492	88.8	62	11.2	1149	72.0	102	6.4
Ministry of Agriculture	682	65.5	53	5.1	481	86.8	73	13.2	1163	72.9	126	7.9
Ministry of Home Affairs	606	58.2	68	6.5	476	85.9	78	14.1	1082	67.8	146	9.2
Attorney-General's Chambers	532	51.1	27	2.6	504	91.0	50	9.0	1036	65.0	77	4.8
Tanzania Revenue Authority	807	77.5	167	16.0	519	93.7	35	6.3	1326	83.1	202	12.7
Directorate of Public Prosecution	512	49.2	26	2.5	493	89.0	61	11.0	1005	63.0	87	5.5
Private Sector	825	79.3	18	1.7	511	92.2	43	7.7	1336	83.8	61	3.8
Trade Unions	618	59.4	21	2.0	453	81.8	101	18.2	1071	67.1	122	7.6
NGOs	595	57.2	16	1.5	495	89.4	59	10.6	1090	68.3	75	4.7



Table 17 Continues

Quality	Enterprise				Public Official				Overall			
	Excellent + Very Good + Good		Very Poor + Poor		Excellent + Very Good + Good		Very Poor + Poor		Excellent + Very Good + Good		Very Poor + Poor	
	Freq	%	Freq	%	Freq	%	Freq	%	Freq	%	Freq	%
PCCB	816	78.4	102	9.8	509	91.9	45	8.1	1325	83.1	147	9.2
Ministry of Land	706	67.8	100	9.6	490	88.4	64	11.5	1196	75.0	164	10.3
Ministry of Labour, Employment and Youth Development	578	55.5	120	11.5	479	86.5	75	13.5	1057	66.3	195	12.2
Tanzania Investment Centre (TIC)	568	54.6	26	2.5	487	87.9	67	12.1	1055	66.1	93	5.8
Tanzania Atomic Energy Commission (TAEC)					467	84.3	87	15.7	467	29.3	87	5.5
NEMC	615	59.1	76	7.3								
Tanzania Bureau of Standards (TBS)	703	67.5	82	7.9	499	90.1	55	9.9	1202	75.4	137	8.6
OSHA	600	57.6	58	5.6								
Tanzania Medicines and Medical Devices Authority (TMDA)	590	56.7	63	6.1	504	91.0	50	9.0	1094	68.6	113	7.1
Ministry of Water	770	74.0	119	11.4	492	88.8	62	11.2	1262	79.1	181	11.3
Ministry of Energy (electricity/gas)	721	69.3	114	11.0	517	93.3	37	6.7	1238	77.6	151	9.5
Ministry of Minerals	594	57.1	22	2.1	489	88.3	65	11.7	1083	67.9	87	5.5
Ministry of Natural Resources and Tourism	662	63.6	23	2.2	504	91.0	50	9.0	1166	73.1	73	4.6
National Identification Authority (NIDA)					411	74.2	143	25.8				
Tanzania Social Action Fund (TASAF)					485	87.5	69	12.5				

Source: 2020 NGACS

- Note:
- (i) This is a multiple response question. The percentage for each option was calculated from 554 on Public Officials, 1041 on Enterprise, and 1595 on overall.
 - (ii) Not all Public Institutions were covered in all questionnaires. For those that were not covered are highlighted in “blue”
 - (iii) The overall column only calculated Public Institutions that were covered on both questionnaires.
 - (iv) Household Questionnaire was not included as it was structured differently. A different table for Household has been created below

The perception of poor performance in the case of NIDA reflects the pressure exerted on it to issue National Identification Cards for registration of telephones while the perceived efficiency of TASAF is reflecting high expectation of the people and limited information on the criteria that TASAF uses in determining allocations of funds to the most deserving households.

It was observed that, some of the institutions which were perceived to be offering very poor services such as Police Force (28.7 percent), District/Primary Courts (15.0 percent) and TRA (12.7 percent) had at the same time been perceived to be reasonably efficient such as the Police Force at 66.4 percent, Courts at 70.2 percent and TRA at 83.1 percent. This suggests that the institutions offer a variety of services and disaggregation is needed to establish which section within the institutions are efficient and which ones are not. This is the subject of a separate in- depth study with appropriate disaggregation of the respective specific sectors.



Table 18: Perception of Households on Institutional performance: Efficiency

Institution	Public Service						%	
	Very Efficient	Moderately Efficient	Inefficient	Very Inefficient	Completely Hopeless	NA	Very Efficient + Moderately Efficient	Completely Hopeless + Very Inefficient + Inefficient
Health	182	562	363	141	40	18	57.0	41.7
Water	208	500	289	115	175	19	54.2	44.3
Education	337	724	174	40	19	12	81.2	17.8
Electricity	261	517	228	107	145	48	59.6	36.8
Transport	347	628	194	61	62	14	74.7	24.3
Extension	133	441	189	115	209	219	44.0	39.3
Security (Police Force)	160	567	337	153	65	24	55.7	42.5
Communication	408	649	164	42	29	14	80.9	18.0
Judicial	143	610	285	113	72	83	57.7	36.0
NIDA	120	401	342	282	123	38	39.9	57.2
TASAF	103	398	271	115	254	165	38.4	49.0

Source: 2020 NGACS

The level of efficiency (very efficient + moderately efficient) in public service delivery varied considerably from a low of 38.4 percent for TASAF to a high of 81.2 percent for Education. The top three sectors were Education, Communication and Transport.

3.1.13 Effectiveness

Overall public service delivery was perceived to be effective. The top five MDAs that were perceived to be most effective were Tanzania People’s Defense Forces (TPDF) at 61.6 percent, followed by National Audit Office (NAOT) at 55.4 percent, Bank of Tanzania (BOT) 47.7 percent, Tanzania Revenue Authority (TRA) (46.4 percent), and Ministry of Works, Transport and Communication (MWTC) (43.5 percent). On the other hand, the institutions, which were perceived as ineffective in public service delivery, were led by National Identification Authority (NIDA) (33.9 percent), the Police Force (31.8 percent), District and Primary Courts (25.8 percent), Trade Unions (22.7 percent) and Pension Funds (22.6 percent). The high perception of ineffectiveness of NIDA might be attributed to the pressure of the institution to issue National Identification Cards in large numbers within a short time. Pension funds were undergoing restructuring and the procedures for processing pensions were being revised. This may have led to perception of ineffectiveness.



3.1.14 Adequacy

Adequacy of public services was generally perceived as high. 50 percent of the respondents felt that services were adequate, except for extension services, NIDA services and the TASAF. Education was perceived to be adequate by a high proportion of respondents at 79.5 percent while 5.8 percent perceived that public service was inadequate.

3.1.15 Timeliness

With regards to time taken to get a service at service points, the respondents were of the perception that the education sector scored highest at 90.5 percent followed by security/safety services at 68.3 percent and electricity utility at 66 percent. Overall, all services were perceived to be offered in a timely manner except extension services, NIDA and TASAF services which scored 46 percent, 47 percent and 41 percent respectively.

3.1.16 Responsiveness

The results of the survey with regard to responsiveness of the public service indicate that, most respondents perceived public services as being responsive to the needs of the population at about 85 percent when summing up the ‘very responsive’, ‘responsive’, and ‘moderately responsive’. Enterprise respondents scored slightly higher at 87 percent on the point of responsiveness. However, they observed that it is difficult to generalise partly because there are many factors that involve responsiveness, including meeting legal and regulatory requirements. Policy action on specific aspects would benefit from specific in-depth study that would reveal the various factors driving responsiveness.

3.1.17 Governance and Institutional Accountability

(a) Accountability to Clients

Accountability means holding elected or appointed officials entrusted with public mandate and organizations charged with managing public functions answerable for specific actions or activities to the citizens from whom they derive their authority. In this regard, it becomes ‘the obligation to explain, justify, or answer questions about how resources have been used and to what effect’. The perception of the respondents is emphatic about how the public service is accountable to the public. Respondents’ perceptions added together, the ‘very accountable’, ‘accountable’ and ‘moderately accountable’ indicates that the level of accountability was high at 90.5 percent. This is a big sign of confidence in the public service. About 81 percent of MDAs had Client Service Charters (CSCs) and it was widely believed that they were instrumental in improving services to the clients, whereby 87 percent said the charters were “very helpful” or “helpful”. The 2009 NGACS had a lower figure at 54.4 percent.



In order to enhance accountability, institutions are supposed to convene meetings aimed at obtaining feedback from other clients on the quality of services they provide. These meetings could also be used to collect views on new requirements by the clients based on changing circumstances. About 57.2 percent of the respondents indicated that, their institutions had “very frequent” (40.5 percent) or “frequent” (16.7 percent) meetings with their clients (57.2 percent).

7.2 percent of the institutions with Clients Service Charter reported that they had not convened feedback meetings.

(b) Participation and consensus building

When responding to the question whether gender is considered when it comes to participation in public affairs, the responses by both men and women result in a very similar pattern. 81.8 percent of Household and 82.9 percent of respondents (public officials) were of the opinion that women were involved in the processes related to the fight against corruption.

(c) Transparency and access to information

The other variable observed in the context of governance and institutional accountability is transparency. The perception of the respondents on how easy it was to obtain information (very easy or somewhat easy) it is shown that 58.8 percent perceived that there was access to information as shown in (Table 19).

Table 19: Access to information

Access to information	Enterprise		Public Officials		Household		Overall	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Very easy to obtain	121	11.6	159	28.7	199	15.2	479	18.5
Somewhat easy to obtain	426	40.9	231	41.7	500	38.3	1157	40.3
Neither difficult nor easy to obtain	300	28.8	82	14.8	298	22.8	680	22.1
Somewhat difficult to obtain	164	15.8	64	11.6	207	15.8	435	14.4
Very difficult to obtain	30	2.9	18	3.2	102	7.8	150	4.6
Total	1041		554		1306		2901	

Source: 2020 NGACS

Respondents were of the view that, information was either easy to obtain (18.5 percent) or somewhat easy to obtain (40.3 percent) from the Government (public service). Another 22.1 percent perceived that, it was neither easy nor difficult to obtain information; it means that, if one is determined, is likely to get the information required. The rating of perceptions is quite uniform among different groups of respondents. This score is similar to that of the 2009 NGACS, which showed that 55 of



the respondents perceived transparency in public service delivery. In enhancing transparency, the Government of Tanzania uses Public Relations Officers, public and private media houses and e-Government facilities to disseminate information to the public.

3.1.18 Prevention and Combating of Corruption

(a) Perception on Willingness of the public to support Government efforts to fight corruption

Cooperation of the public in fighting corruption was assessed. It was found that 88.8 percent were of the opinion that people were willing to engage in fighting corruption, that they were either very willing (16.8 percent) or willing (44.1 percent) or moderately willing (27.9 percent) to engage in fighting corruption as shown in **Table 20**.

Table 20: Response on willingness to engage in the fight against corruption

Response	Public Official		Household		Overall	
	Freq.	%	Freq.	%	Freq.	%
Very willing	96	17.3	213	16.3	309	16.8
Willing	218	39.4	639	48.9	857	44.1
Moderately willing	190	34.3	280	21.4	470	27.9
Less willing	30	5.4	76	5.8	106	5.6
Not willing	20	3.6	98	7.5	118	5.6
Total	554		1306		1860	

Source: 2020 NGACS

However, much as respondents perceived that citizens were willing to engage in fighting corruption, when it comes to reporting cases of corruption the respondents were of the perception that, few individuals report to the authorities alleging that (i) most corrupt acts were too minor to report compared with the lengthy and costly period courts take to settle cases; (ii) system of revealing corrupt acts was not fully confidential and reporter might jeopardise life; and (iii) no substantial benefits to the reporter of corrupt practices.

(b) Citizens support of Government’s efforts to fight Corruption

The respondents were asked to either agree or not agree with the statement that ‘the public is eagerly involved in the fight against corruption’. The responses show that 83.9 percent of respondents were of the perception that citizens were supporting Government’s efforts to fight corruption, while 16.1 percent perceived that citizens were not helpful when it comes to the fight against corruption (**Table 21**).



Table 21: Degree of citizens’ support of Government’s efforts to fight corruption

Response	Public Official		Household		Overall	
	Freq.	%	Freq.	%	Freq.	%
Very willing	94	17.0	190	14.6	284	15.3
Willing	354	63.9	593	45.4	947	50.9
Moderately willing	75	13.5	255	19.5	330	17.7
Less willing	25	4.5	80	6.1	105	5.6
Not willing	6	1.0	188	14.4	194	10.4
Total	554		1306		1860	

Source: 2020 NGACS

(c) Adequacy of Laws, Rules and Regulations

Responding about the legal framework most of the respondents (84 percent) were of the perception that the laws, rules and regulations associated with fighting corruption are adequate; very adequate (10.8 percent) or adequate (45.2 percent) or substantially adequate (28.0 percent), while 16 percent perceived the legal framework to be inadequate as shown in **Table 22**.

Table 22: Adequacy of rules, laws and regulations

Adequacy of rules, laws and regulations								
	Very inadequate	Inadequate	Substantially adequate	Adequate	Very adequate	Total	Very adequate + Adequate	
	Freq.	Freq.	Freq.	Freq.	Freq.	Freq.	Freq.	%
Public Officials	8	80	54	317	95	554	412	74.4
Household	24	167	391	574	150	1306	724	55.4
Enterprise	22	163	370	419	67	1041	486	46.7
Overall (Number)	54	410	815	1310	312	2901	1622	
Overall (%)	1.9	14.1	28.0	45.2	10.8	100		56.0

Source: 2020 NGACS

(d) Fairness

Fairness in the legal setting was perceived by respondents to be high at 91.8 percent, very fair (13.2 percent), fair (46.6 percent) and moderately fair (32 percent)) as shown in **Table 23**.

**Table 23: Fairness**

Fairness	Household		Enterprise		Public Officials		Overall	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Very fair	177	13.6	111	10.7	96	17.3	384	13.2
Fair	590	45.2	472	45.3	290	52.3	1352	46.6
Moderately fair	413	31.6	377	36.2	139	25.1	929	32.0
Not fair	94	7.2	68	6.5	24	4.3	186	6.4
Very unfair	32	2.5	13	1.2	5	0.9	50	1.7
Total	1306		1041		554		2901	

Source: 2020 NGACS

These results do not vary significantly among different groups.

(e) Sufficiency of public awareness campaigns

Respondents were asked to give their perception on whether public awareness campaigns associated with anti-corruption measures are sufficient. About 35.6 percent rated the educational campaigns as adequate and 55.6 percent perceived them as not quite sufficient or moderately sufficient. The two groups add up to 91.2 percent of respondents who perceived that educational campaigns are either definitely sufficient or moderately sufficient as shown in **Table 24**.

Table 24: Responses on sufficiency of public awareness campaigns

Response	Handling educational campaigns							
	Public Official		Household		Enterprise		Overall	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Yes	330	59.6	305	23.4	397	38.1	1032	35.6
Not quite/moderate	160	28.9	913	69.9	540	51.9	1613	55.6
No	56	10.1	88	6.7	104	10.0	248	8.5
Not sure	8	1.4	0	0.0	0	0.0	8	0.3
Total	554		1306		1041		2901	

Source: 2020 NGACS

Developments in the political sphere show that, the Government has shown resolve to address grand and petty corruption together, this encourages people to join the fight against the scourge. The respondents were of the opinion that, the Government is exerting “strong efforts” or “very strong efforts” to raise citizens’ awareness on corruption matters. Indeed, according to PCCB reports, news articles, radio and TV programs were produced, and seminars and other public awareness programs were conducted. In 2019, in collaboration with other stakeholders it distributed one million exercise



books branded with the message “Penda Nchi Yako, Kataa Rushwa” (Love Your Country, Say “NO” to Corruption). The implication of these results is that while appreciable efforts are being put into public awareness campaigns it is suggested that more need to be done to ensure that there are more anti-corruption campaigns.

(f) Current Anti-Corruption Efforts are Working

With regard to the aspect of whether current anti-corruption measures are working well, the results show that 59.9 percent of respondents perceived that Government’s efforts were working well (Table 25).

Table 25: Whether current anti-corruption measures are working

Response	Public Officials		Household		Enterprise		Overall
	Freq.	%	Freq.	%	Freq.	%	Freq.
Yes	366	66.1	844	64.6	511	49.1	59.9
No	188	33.9	462	35.4	530	50.9	40.1
Total	554		1306		1041		

Source: 2020 NGACS

Overall assessment indicates that, the Government recorded success in fighting corruption as 91.7 percent of respondents were of the view that, Government efforts in fighting corruption to was successful. 2.3 percent of respondents perceived that Government initiatives to fight corruption were not successful and six (6) percent perceived the initiatives as negligibly successful (Table 26).

Table 26: Rating the Government initiatives to fight corruption in Tanzania

Response	Public Officials		Household		Enterprise		Overall	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Very successful	147	26.5	194	14.9	162	15.6	503	17.3
Successful	224	40.4	537	41.1	313	30.1	1074	37.0
Moderately successful	153	27.6	496	38.0	436	41.9	1085	37.4
Negligibly successful	20	3.6	52	4.0	101	9.7	173	6.0
Not successful	10	1.8	27	2.1	29	2.8	66	2.3
Total	554		1306		1041		2901	

Source: 2020 NGACS



Respondents acknowledged that there was progress within the country's oversight institutions such as the PCCB, the National Audit Office of Tanzania (NAOT), Police Force Courts of Law, and National Prosecution Services as indicated by the number of corruption cases reported and received, cases brought to Courts of Law, speed of processing cases, and perceived fairness of determined cases. This view is corroborated with statistics obtained from PCCB Head Office, which also indicate that the number of corruption cases detected and investigated by PCCB increased from 607 in 2014 to 911 in 2019, while new cases taken to courts also increased from 332 to 497 during the same period.

3.2 Ideas on prevention and combating corruption

The survey wanted to know which ways could be used to significantly reduce or completely eliminate corruption. The most cited ways in order of preference are:

- (i) Severe punishment and fast tracking of cases of corruption. While respondents suggested that the Government must take strong legal and disciplinary measures against all those involved in corruption, recent developments show that, measures in this direction have already been taken. Most respondents were not aware of these developments. It has been observed that the new punishment as per section 60(2) of the Economic and Organized Crime Control Act as amendment in 2016 provides a more strong punishment. The perception of respondents therefore calls for a recommendation on a need for raising the level of awareness to a wider section of stakeholders on anti- corruption laws and the punishments. The amended law states:

“Notwithstanding provision of a different penalty under any other law and subject to subsection (3), a person convicted of corruption or economic offence shall be liable to imprisonment for a term of not less than twenty years but not exceeding thirty years, or to both that imprisonment and any other penal measure provided for under this Act: Provided that, where the law imposes penal measures greater than those provided by this Act, the Court shall impose such sentence. In addition to the penalty imposed under subsection (2), the court shall order the confiscation and forfeiture, to the Government of all instrumentalities and proceeds derived from the offence committed under the Act”.

This is strong and punitive;

- (ii) Improved institutional and financial capacity of institutions tasked with fighting corruption;
- (iii) Improved reporting mechanisms and confidentiality: one way through which corruption



can be prevented or combated is by encouraging victims to report to the relevant institutions when incidents occur;

- (iv) Increase public awareness and empowering citizens/community in the fight against corruption;
- (v) Increase service availability and accessibility;
- (vi) Improve/increase employees' remunerations as an incentive against temptations of engaging in corrupt activities; and
- (vii) Enhance the use of electronic payments in the system to minimize interactions between service providers and customers/clients.

3.3 Applicability and utility of recently adopted National Anti-Corruption Indicators

PCCB developed corruption and anti-corruption indicators. The use of these indicators aims at two results levels – reduced extent of corruption in all its dimensions, and strengthening good governance in all its key dimensions. However, the mini-survey conducted in 2017, tested the adopted indicators based on the perception of Households and Business enterprises in two regions only, and thus could not meaningfully inform major policy and institutional reforms under Tanzania's context. Hence, in order to make the indicators more useful to various actors, they were tested in this survey, and were found useful in assessing the same as well as for benchmarking the progress in fighting corruption in conjunction with other indicators.

3.4 New corruption patterns/dynamics/forms/habits emerged over the last decade

Respondents shared what they perceived as “new forms of corruption” and “new tactics used to transact bribes” between perpetrators that emerged over the last ten years: First, the use of mobile money outlets as agents for transacting bribes (with or without their knowledge). Second, there were claims that employment opportunities were reciprocally allocated. This is to say, people in power at different points in the Government can reciprocally employ their own to cover up the usual open nepotism. Since employment in public service has been centralized, chances of this kind of corruption may have been reduced.

Third, some individuals tried to give the impression that they were close to the people with authority as shield against action being taken against them whether the President is aware or not. Fourth, asking for gifts other than money. *Fifth*, misuse of Speed Radars and EFD machines were cited as a case of using modern technology to carry out corrupt activities. The officers apprehend and demand fine payment for marginally exceeding speed limits at the exit points of speed limit zones and citizens



have to negotiate between paying fines or bribes to avoid disturbance. Sometimes they pretend the machine is not working so demanding that the victim goes to district HQ for issuing of receipts. It was also alleged that TRA officials were using EFD machines to create conditions for corruption.

Sixth, Local Government Authorities (LGAs) were processing loans to the youth and women, where the funds available were too small to meet demands and allocation criteria and timeliness of loan processing were not clearly known. This creates conditions for corruption. The system for processing of loans to access LGA's 10 percent own revenue funds for youth, women and the disabled had loopholes for corruption.

3.5 Benchmarks for Evaluating the Efficacy of the anti-corruption Mechanisms

The report proposes a pool of indicators and their benchmark levels that can be used by stakeholders in assessing the progress, effects and impacts of the different interventions aimed at reducing corruption in the country. **Appendix I** provides benchmark level of the indicators from the three surveys: public officials, enterprises and household surveys in 2020.



CHAPTER 4: CONCLUSION AND RECOMMENDATIONS

4.1 Conclusion

The purpose and aim of this Survey were to conduct an in-depth governance and corruption survey for developing a well-established empirical base in Tanzania. Specifically, the survey intended to: (i) explore the levels and depth of corruption with a view to fostering the citizens' anti-corruption awareness; (ii) solicit ideas from the different stakeholders that are intended to significantly contribute to corruption prevention; (iii) examine the applicability and utility of the recently adopted national anti-corruption indicators; (iv) develop benchmarks for evaluating the efficacy of the anti-corruption mechanisms. A solid empirical foundation is expected to inform major institutional and policy reforms and interventions for preventing and combating corruption. The survey reached 2901 respondents: 1,306 households, 1,041 enterprises and 554 public officials. The key results are as follows:

- (i) Respondents defined corruption differently, including the receipt of unofficial payments by public officials, asking for favors, bribes and demands for sexual favors, nepotism and non-monetary gifts as corruption practices. They acknowledged that corruption was harmful to the society though the level of corruption was perceived to be low. However, lower officials, Police Force, Courts of Law (especially primary and district courts), health sector, land administration, Local Government tax authorities/ Agents, Tanzania Revenue Authority and public procurement processes were perceived as most corrupt;
- (ii) Anti-corruption laws and regulations were considered by most respondents to be adequate, but institutions entrusted with implementation were not adequately resourced both in terms of human and financial resources;
- (iii) National corruption and anti-corruption indicators were tested to measure their applicability in assessing the levels of corruption and anti-corruption efforts. The indicators were found useful and thus can be used for benchmarking the progress in fighting corruption;
- (iv) New forms/tactics/habits to conduct corruption mentioned included: use of mobile money outlets for transacting bribes; misuse of speed radars and EFD machines to solicit bribes; using undercover agents to disburse money (cash); pretense to be close to the people with authority to cover acts of corruption; and reciprocating favors; and
- (v) The benchmark levels of each corruption and anti-corruption indicators were developed and can be used by stakeholders in assessing the progress, effects and impacts of the different interventions aimed at reducing corruption in the country.



4.2 Recommendations

The report provides areas that need improvement in order to reduce corruption in the country. Thus, the following recommendations are made in that context:

- (i) State and non-state actors are recommended to enhance anti-corruption efforts by: undertaking nationwide civic and anti-corruption awareness campaigns; conducting specific surveys in disaggregated categories within sectors and institutions perceived as most corrupt; strengthen rule of law; scaling-up the ongoing improvement of public service and enhance the use of e-government public services and payment of taxes; improving remunerations (salaries, benefits, etc.) of civil servants, both as a motivation for civil servants to desist from corrupt acts, as well as enable them improve their standard of living; improve service availability and accessibility; and creating a more favorable business environment for the purpose of reducing the cost of doing business;
- (ii) Government is recommended to strengthen the capacity of corruption fighting institutions, in terms of: availing greater human and financial resources to enable more efficient implementation of their mandate; and reviewing anti-corruption laws to make punishment harsher to scare the corrupt; fast-tracking the process of determining cases; and improve confidentiality and witness protection;
- (iii) State and non-state actors are urged to assess governance and corruption status regularly by using the tested National corruption and anti-corruption indicators in conjunction with other agreed indicators;
- (iv) The Government is recommended to regularly review strategies to accommodate newly employed corruption tactics; and
- (v) The Government is urged to use the developed corruption benchmark levels for further assessment of progress on corruption and anti-corruption efforts.



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Appendix I: Assessment of Applicability of Corruption and anti-corruption Indicators and their Benchmark levels

Indicators for Specific Objective No. (iii)- recently Adopted Indicators	Indicators of Measure	Public Officials	Households	Enterprises
1. Involvement in Petty Corruption: <i>Defined as offering, giving, receiving or soliciting anything of value to influence an official action</i>				
(a) Citizen's understanding of meaning of corruption	Ranking (by percentage weight) most commonly mentioned meaning of corruption.	Listed as follows: (1) <i>Unofficial payment</i> (71.3%) (2) <i>Payments in exchange for services</i> (63.2%) (3) <i>Asking for sexual favor</i> (44.9%) (4) <i>Asking for favor</i> (59%) (5) <i>Embezzlement of public funds</i> (32.1%) (6) <i>Nepotism</i> (26.4%) (7) <i>Fraud</i> (24.5%) (8) <i>Gifts other than money</i> (29.6%) (9) <i>Abuse of Power</i> (43.5%) (10) <i>Traditional hospitality</i> (18.2%) (11) <i>Bakshishi</i> (14.8%)	Listed as follows: (1) <i>Unofficial payment</i> (57.5%) (2) <i>Payments in exchange for services</i> (52.8%) (3) <i>Asking for favor</i> (27%) (4) <i>Asking for sexual favor</i> (16%) (5) <i>Gifts other than money</i> (12.3%) (6) <i>Abuse of Power</i> (11.9%) (7) <i>Fraud</i> (10.3%) (8) <i>Embezzlement of public funds</i> (9.2%) (9) <i>Nepotism</i> (3.2%)	Listed as follows: (1) <i>Demand for unofficial payment</i> (62.0%) (2) <i>Demand for unofficial payment</i> (52.7%) (3) <i>Asking for a bribe for services</i> (31.7%) (4) <i>Asking/Demand for sex/sexual favors</i> (52.7%) (5) <i>Demand for favor</i> (30.6%) (6) <i>Asking for gifts other than Money</i> (14.7%) (7) <i>Fraud</i> (12.3%) (8) <i>Embezzlement of Public funds</i> (11.1%) (9) <i>Traditional Hospitality</i> (8.8%) (10) <i>Nepotism</i> (6.10%) (11) <i>Bakshishi (Tip)</i> (3.90%)
(b) Citizen's experience in paying out bribes in exchange of services	Proportion (%) of citizens compelled to pay bribes.	(1) <i>Police Force</i> (21.8%); (2) <i>Courts of law</i> (10.8%); (3) <i>Land administrators</i> (9.2%) Note: <i>Indicators obtained to measure against individual institutions and not generalized institutions</i>	(1) <i>Police Force</i> (38.4%); (2) <i>Health facilities</i> (25.6%); (3) <i>Courts of Law</i> (13.3%) Note: <i>Indicators obtained to measure against individual institutions and not generalized institutions</i>	(1) <i>Police Force</i> (54.6%) (2) <i>TRA</i> (12.5%) (3) <i>Judiciary</i> (10.3%) (4) <i>Health Sector</i> (8.4%) (5) <i>Local Government tax</i> (1.9%) (6) <i>Education Sector authorities/agencies</i> (1.9%) (7) <i>Harbors authority</i> (0.8%)



Indicators for Specific Objective No. (iii)- recently Adopted Indicators	Indicators of Measure	Public Officials	Households	Enterprises
				<i>Note: Indicators obtained to measure against individual institutions and not generalized institutions</i>
(c) Citizen's perception that its common to be asked a bribe in exchange of services in all public offices	Proportion (%) of citizens who believe (agree and strongly agree) that it is a must to pay bribes in exchange of services from public institutions.	26.1% of respondents believed (agreed and strongly agreed) that it was a must to pay bribes in exchange of services from public institutions	46% of respondents believed (agreed and strongly agreed) that it was a must to pay bribes in exchange of services from public institutions	25.3% of respondents said it is commonly known beforehand "citizens must pay bribe to get services from public service delivery institutions".
2. Involvement in Grand Corruption (Bribery involving high ranking Officers in Government)				
(a) Citizens perception that Senior central Government leaders/officials engage in corruption	Proportion (%) of citizens perceiving that Senior Government leaders/officials engage in corruption	3.4% of respondents were of the views that corruption occurred among senior public officials	9.8% of respondents were of the views that corruption occurred among senior public officials	7% of respondents were of the views that corruption occurred among senior public officials.
3. Embezzlement and use and acquisition of public resources (An act when a person dishonestly or fraudulently misappropriate or otherwise converts for his own use any property for the purpose of conversion (theft) of such assets by one who has been entrusted)				
(a) Public view that public official are stealing or misappropriate public funds entrusted to them (version of statement in the NGACS Indicators Report)	Proportion (%) of citizens of the view that public officials are stealing public funds (fraud and embezzlement) entrusted to them	57% of respondents were of the views that public officials are stealing public funds (whereby those mentioning "fraud" were 24.5% and those mentioning "embezzlement" were 32.5%).	10.3% of respondents were of the views that public officials are stealing public funds (whereby those mentioning "fraud" were 1.1% and those mentioning "embezzlement" were 9.2%	12.3% of respondents were of the views that public officials were stealing public funds.
(b) Mention by citizens that embezzlement by public officials is among the corrupt practices in the country)	Proportion (%) of citizens who mention embezzlement by public officials is among the corrupt practices in the country	32.5% mentioned embezzlement by public officials as among corrupt practices in Tanzania	9.2% of respondents mentioned embezzlement by public officials as among corrupt practices in Tanzania	11.1% of respondents mentioned embezzlement by public officials as among corrupt practices in Tanzania.



Indicators for Specific Objective No. (iii)- recently Adopted Indicators	Indicators of Measure	Public Officials	Households	Enterprises
(c) Mention by citizens that fraud by public officials is among the corrupt practices in the country	Proportion (%) of citizens who mention fraud by public officials is among the corrupt practices in the country	24.5% of respondents mentioned fraud by public officials is among the corrupt practices in Tanzania.	10.3% of respondents mentioned fraud by public officials as among corrupt practices in Tanzania	12.3% of respondents mentioned fraud by public officials as among corrupt practices in Tanzania.
4. Practices of Nepotism or Cronyism (Intentional imposition of distortions in the prescribed implementation of existing laws, rules and regulations to provide advantages to individuals in and/or outside Government through illicit, no transparent means)				
Citizens view that it is helpful or essential to have a relative or friend on the inside in order to get a Government job	Proportion of citizens of the view that it is helpful or essential to have a relative or friend on the inside in order to get a Government job	26.4% of respondents believed that there were nepotism in public services	3.2% of respondents believed that nepotism was one of the corrupt act in public service	6.1% of respondents believed that there was nepotism in public services
5. Perceptual Measures of Good Governance and Anti-Corruption Strategies				
Rule of Law				
(a) Citizens convinced that the laws are being strictly enforced	Proportion (%) of citizens convinced that the laws are fairly being strictly enforced	69.6% of respondents convinced that the laws were being strictly enforced.	80.9% convinced that the laws were being strictly enforced.	81% of respondents convinced that the laws were being strictly enforced.
(b) Ability of anti-corruption agencies to handle and deal with corruption cases handled by PCCB and Courts	Proportion (%) of citizens with view that anti-corruption agencies have increased ability to handle corruption cases	80.9% of respondents were of the views that anti-corruption agencies took strong actions on reported corruption case.	43% of respondents asserted that anti-corruption agencies increased their ability.	79.4% of respondents convinced that fairness to cases brought to court increased.
	Number of corruption cases handled by PCCB, Police Force and Courts	Cases investigated by PCCB increased from 607 in 2014 to 911 in 2019	Not included in the instrument of Households.	Not included in the instrument of enterprise
6.0 Government of effectiveness and Efficiency in Public Services Delivery				



Indicators for Specific Objective No. (iii)- recently Adopted Indicators	Indicators of Measure	Public Officials	Households	Enterprises
(a) Citizens feeling that public services are provided timely	Proportion (%) of citizens feeling that public services are provided timely	45.0% of respondents felt that the public services were provided as expected (taken as average).	60.9% of respondents felt that services were provided on time.	49% of respondents felt that services were provided on time.
(b) Citizens are satisfied with availability of public services	Proportion (%) of citizens are satisfied with availability of public services	90.6% of respondents were satisfied with availability of public services	90% of respondents were satisfied with availability of public services.	87% of respondents were satisfied with availability of public services.
(c) Suggested: Effectiveness of delivery of quality services to citizens	Proportion (%) of citizens feel that there is effective delivery of quality services	90.6% of respondents felt that there was effective delivery of quality services.	46% of respondents suggested that service offered is effective.	Not included in the instrument for enterprise
(d) Suggested: Efficiency in service delivery (with minimum waste of public resources/value for money services)	Proportion (%) of citizens feeling that public institutions are delivering their services efficiently	77.8% of respondents felt that public institutions were delivering their services efficiently	Most services were rated by more than 50% of respondents except for NIDA and TASAF services.	Not included in the instrument for enterprise
7.0 Prevalence of Corruption among public sector institutions(PSIs)				
(a) Public service institutes perceived as most corrupt (likelihood of being asked to pay bribes in exchange for services)	Top public service institutes perceived by citizens as most corrupt (likelihood of being asked to pay bribes in exchange for services)	(1) Police Force (71.7%), (2) Courts of Law (49.5%), (3) Land administration (47.5%) and (4) Government Procurement (45.7%)	(1) Police Force (38.4%); (2) Health facilities (25.6%); and (3) Courts of Law (13.3%)	(1) Police Force (54.60%) (2) TRA (12.50%) (3) Courts of Law (10.30%) (4) Health Institutions (8.40%) (5) Local Government tax authorities/agencies (1.90%) (6) Education Sector (1.90%)
(b) Public service institutions perceived to have low integrity	Top list of public service institutions perceived to have low integrity.	(1) Police Force (31.6%), (2) MOLHHS (27.6%), (3) Trade unions (22.7), (4) NIDA (21.8%), (5) Primary and (6) District Courts of Law (20.9%) and (7) Parliament	(1) Police Force (38.4%); (2) Health facilities (25.6%); (3) Courts of law (13.3%).	Not included in the instrument for enterprise



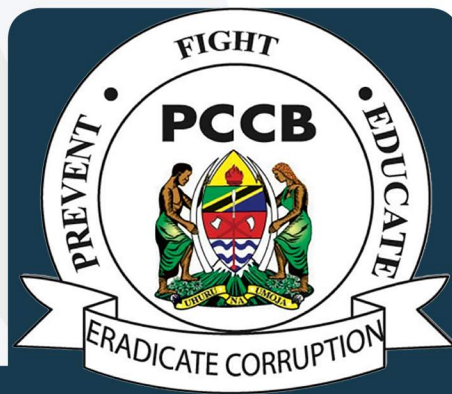
Indicators for Specific Objective No. (iii)- recently Adopted Indicators	Indicators of Measure	Public Officials	Households	Enterprises
		(41.1%)		
(c) System for addressing reported cases of bribery or unfair treatment of citizens by officers ¹	Proportion of citizens with view that there is adequate system for addressing reported cases of bribery or unfair treatment of citizens by officers ¹	80.9% of respondents believed that anti-corruption agencies took strong actions on reported corruption cases	43% of respondents said that reported cases were adequately addressed	82.2% were of the views that the laws and regulations were adequate to address reported cases
(d) Effect of corruption on (business) development and profitability	Proportion of Citizens that corruption has negatively affected their businesses, profitability and general livelihoods (for non-business)	N/A	N/A	Overall, businesses were of the opinion that corruption has little effect on businesses but high cost to citizens because the extra costs of corruption is passed on to consumers of their services; The responses were: very low (42%), Low (17%), Average (16%), High (15%), Very high (10%).
(e) Holding feedback meetings with citizens	Level of frequency of holding Feedback Meetings with stakeholders.	57% of respondents were of the views that feedback Meetings with stakeholders were frequently held.	Not included in the instrument for Households	Not included in the instrument for enterprise
8.0 Fight Against Corruption				
(a) Progress made by Government in fighting corruption	Proportion (%) of citizens with the view that there has been some progress by Government in Fighting corruption	92.0% of respondents believed that Governments efforts in fighting corruption were making progress.	98% of respondents confirmed that there was progress in the fight against corruption	93% of respondents were of the views that there was progress in the fight against corruption
(b) Amount of financial resources allocated by the Government in the budget to fight corruption	Trend of budget (% change over years) of financial resources allocated to PCCB in the budget to fight corruption	PCCB budget increased by an average of 22.8 percent per year between 2015 and 2020	NA	NA
(c) Corruption allegations being reported in the media	Number of corruption allegations being reported	(1) Press Conferences from 84 in 2016/17 to	NA	NA



Indicators for Specific Objective No. (iii)- recently Adopted Indicators	Indicators of Measure	Public Officials	Households	Enterprises
	in the media	248 in 2019; (2) Reported newspaper Articles on corruption cases from 332 to 497 in 2014/2019		
(d) Corruption related cases which PCCB forwarded to DPP in a given year	Proportion (%) of corruption related cases received by PCCB and forwarded to the DPP in a given year	77.5% average annual increment between 2015/16 and 2018/19	NA	NA
(e) Files returned with DPP consent for prosecution	Annual proportion (%) of files returned by DPP with the consent for prosecution	53.7% (average between 2014 and 2019)	NA	NA
9.0 Society/Community/Public Voice against corruption				
(a) Citizens visiting PCCB website to report and give views on corruption	Trend of number of citizens visiting PCCB website to report and give views on corruption	Visitors increased from 48,000 in 2014 to 193,765 in 2019	NA	NA
(b) Willingness of people to report corruption incidences to Anti-Corruption Agencies	Willingness (%) of people to report corruption incidences to Anti-Corruption Agencies ¹	78.4% females and 59.3% male respondents had experience of reporting corruption incidents.	5% of respondents reported corruption incidents	5% of respondents reported corruption incidents.
(c) Citizens willingness to support the fight against corruption	Proportion (%) citizen showing willingness to support the fight against corruption.	56.7% of respondents were willing to support the fight against corruption)	60% of respondents were willing to support the fight against corruption	57% respondents were willing to support the fight against corruption.
(d) Dealing with Grand Corruption	Proportion (%) of citizens believing that Government is adequately dealing with grand corruption	34% of respondents believed that Government was doing enough to deal with grand corruption	35% of respondents asserted that Government was doing fine in dealing with grand corruption	49% of respondents believed that Government was dealing with grand corruption
10. Ease of doing Business (and Livelihoods)				
(a) Enterprises	Proportion	NA	NA	75.8% of respondents



Indicators for Specific Objective No. (iii)- recently Adopted Indicators	Indicators of Measure	Public Officials	Households	Enterprises
(and other citizens) considering country's business policies, laws and regulations as friendly	(%) enterprises considering country's business policies, laws and regulations as friendly to businesses			<i>considered country's business policies, laws and regulations as friendly to businesses.</i>
(b) Enterprises considering tendering process in Government institutions to be fair	Proportion (%) of enterprises considering tendering process in Government institutions to be fair	NA	NA	<i>87% of respondents considered tendering process in Government institutions to be fair.</i>
(c) Duration it takes to register a new business	Number of days spent to register a new business	NA	NA	<i>(1) 1-20 days (50%) (2) 21-40days (25%) (3) 41-60days (10%) (4) Greater than 100 days (4%)</i>
(d) Procuring entities complying to public procurement regulation	% of Procuring entities complying to public procurement regulation	NA	NA	<i>Not included in the instrument of enterprise</i>
(e) Access of information from PSDIs)	Proportion (%) of citizens with view that it is easy to access information from PSDIs	<i>70.4% of respondents were of the views that it was easy to access information from PSDIs</i>	<i>53% of respondents were of the views that it was easy to access information from public service.</i>	<i>51.6% of respondents were of the views that it was easy to access information from PSDIs.</i>
(f) Courts ability in business dispute resolution	Proportion (%) of citizens with the view that Courts have ability to handle and resolve in business disputes.	NA	NA	<i>75.3% of respondents were of the views that there was courts fairness in judging business cases.</i>
(g) Duration taken by Courts in resolving business disputes	Proportion (%) of citizens duration taken by Courts in resolving business disputes	NA	NA	<i>(1) 84% of respondents were of the views that the cases took 1-20 months to the ruling. (2) 16% of respondents were of the views that the cases took more than 20 months to the ruling.</i>



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